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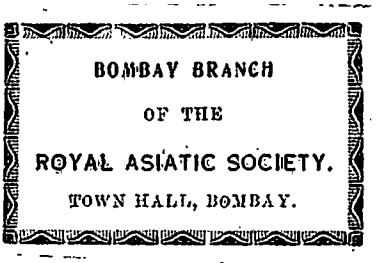
WHITE PAPER

ON THE

PROGRAMME OF THE COUNCIL OF MINISTERS, BOMBAY 1937

& OTHER BOOKS

B.B.R.A.S.



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1. White Paper on the Programme of the Council of ministers Bombay 1937

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3 The Bombay Government & its work. Review of Second Half year 1938

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WHITE PAPER

on the Programme of the Council of Ministers, Bombay

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CONTENTS

		Pages.
	INTRODUCTORY	i—iv
1.	General Outline of the Ministerial Programme	1—6
2.	Education :—	
	I. EXPANSION OF COMPULSORY PRIMARY EDUCATION	7—10
	II. OPENING OF NEW PRIMARY SCHOOLS	11—22
	III. ABOLITION OF FEES IN PRIMARY SCHOOLS CONDUCTED BY LOCAL AUTHORITIES	23
	IV. RESTORATION OF THE TEMPORARY CUT IN GRANTS TO LOCAL BODIES FOR PRIMARY EDUCATION	23—24
	V. RESTORATION OF THE TEMPORARY CUT IN GRANTS TO NON-GOVERNMENT SECONDARY SCHOOLS	24
	VI. SPECIAL SCHOLARSHIPS FOR THE INTERMEDIATE HINDUS, THE BACKWARD CLASSES AND THE MAHOMEDANS	25—30
3.	Land Policy :—	
	I. REMISSION OF LAND REVENUE	31—32
	II. DISPOSAL OF WASTE LAND	32—34
	III. LAND REVENUE SETTLEMENT BILL	34—38
	IV. INTEREST ON TAGAVI ADVANCES	38—39
	V. RELIEF OF INDEBTEDNESS	39
4.	Excise :—	
	I. PROHIBITION	10—11
	II. PREVENTION OF THE SALE OF STALE AND ADULTERATED TODY ...	41—42
5.	Forest Concessions	43—44
6.	Medical and Public Health Problems :—	
	I VILLAGE MEDICAL RELIEF	45—47
	II. IMPROVEMENT OF PUBLIC HEALTH IN RURAL AREAS	48
	III. VILLAGE WATER SUPPLY	49—53
7.	Irrigation	54—55
8.	Road Development	56—59
9.	Industries	60—61
10.	The Co-operative Movement	62
11.	Welfare of Labour	63—65
12.	Financial Proposals	66—71

INTRODUCTORY

It is an unusual procedure to publish the financial proposals of Government in a White Paper separately from the budget. This procedure has become necessary in the special circumstances of this year as described below.

2. As explained in the Introductory Note to the budget, copies of which have been circulated to all members of the legislature, the budget estimates of this year could not be presented to the Legislative Council in 1936-37, and the Government that went out of office on the 31st March 1937 could constitutionally take no responsibility for these estimates. When the Council of Ministers assumed office on the 1st April the position was that, under the Government of India (Commencement and Transitory) Provisions Order, the Governor had authorised certain grants on account for the first half year. These grants were prepared on the basis of last year's scale of expenditure and included only such additional items as the Governor considered essential for carrying on the administration. The Ministers had also before them a skeleton budget for the whole year prepared by the Finance Department on the same basis.

3. On the 9th of April the Ministers issued a press note outlining their programme. This programme was naturally couched in general terms. On the 11th of May the Ministers issued a further press note in which their proposals were elaborated in some detail. This programme is printed *in extenso* on pages 1—6 of the White Paper for ready reference. As explained in this latter press note the programme of the Ministers involved loss of revenue as well as increase of expenditure aggregating approximately Rs. 125 lakhs in a full year.

4. The Ministers next proceeded to investigate the problem of finding financial resources for implementing their programme. In view of the fact that the financial relations between the Central and the Provincial Governments had only recently been altered very considerably, making them more independent of each other, and also of the fact that provincial taxation had to be settled with reference to the new Government of India Act, the Ministers considered that it would be advantageous, before finally deciding on

a financial policy, to consult the Finance Ministers of other Provinces. To this end they called a conference early in June of the Finance Ministers of the various Provinces in India. The conference discussed the subject of provincial finance under the Government of India Act, 1935, and in particular the feasibility of finding the large resources necessary for implementing the programmes of the various Governments in India. While it was only natural that the conditions should be varying in different provinces a considerable scope for the adoption of a uniform policy was discovered and more light was thrown on certain aspects of taxation open to the Provinces.

5. It took the Ministers some time to consider the necessary taxation measures in the light of the proceedings of the Conference. The Ministers also considered it advisable to consult the public more closely than is usual in regard to their programme. For both these reasons it was found impossible to incorporate in the budget estimates themselves the changes necessary on account of the ministerial programme. The estimates were, therefore, issued without incorporating the financial proposals of the Ministers, and it was made clear in the Introductory Note that the estimates did not completely represent ministerial policy and must be read along with a separately published White Paper.

6. That White Paper is being issued today with this introductory note. It will be seen that several of the proposals contained in the ministerial programme have been worked out in detail. But in the case of some, fresh ground has had to be covered and the Ministers have not found it possible, in the short time they have been in office, to work out, in all cases, the details with sufficient precision for their being included in the White Paper. In preparing the final draft of the White Paper, the Ministers have taken into consideration the suggestions made to them at the recent conference at Poona.

7. The following considerations must be borne in mind in examining the proposals contained in this White Paper.

The first is that these proposals do not by any means represent a completed scheme of social welfare. They are only the first instalment and represent merely what the Ministers hope to achieve in the immediate future. The Ministers are only too well aware that for achieving all round progress a

great deal more time and money than is available in the near future will be essential.

Secondly, the Ministers have throughout kept in mind, in framing their taxation proposals, the paramount importance of distributing the burden of the tax in an equitable manner. In their view the burden of taxation should be in proportion to the capacity to pay.

Lastly, the Ministers have taken the view that in so far as their proposals represent either a foregoing of revenue or an increase of expenditure, the execution of the programme must be contingent on the provision, by the Legislature, of sufficient funds to enable a balanced budget to be presented; the proposals in the White Paper have all been based on this consideration. Where this limitation does not come into play, such as, for instance, in the matter of the disposal of waste land or the redressing of certain forest grievances, the Ministers have already issued or will shortly issue the necessary orders.

8. When the Ministers approved of the budget they had before them only the revised estimates of last year and not the final accounts. These revised estimates showed a revenue deficit of about 11 lakhs. The final accounts are not yet ready and will not be till the middle of August. The Ministers understand, however, that according to the preliminary actuals the accounts of the last year show an unexpected revenue surplus of over Rs. 30 lakhs. They have been informed that this figure is quite provisional and is subject to variation on account of adjustments to be made by the Accountant General. On the basis, however, that this figure is approximately correct, they desire to indicate the manner in which they consider that the surplus should be dealt with:—

(*a*) Instead of Rs. 5 lakhs for village water supply provided in their programme a provision of Rs. 15 lakhs to be made.

(*b*) A provision of Rs. 10 lakhs to be made for housing the poor. (Where Government employees, particularly the so-called menials are still not housed, preference to be given to them.)

(*c*) The balance to be spent on constructing minor irrigation works; first of all for completing those schemes which were begun but not completed and thereafter on starting new ones.

Government are aware that the first claimant to a realised surplus is the tax-payer and that this Presidency is among the most heavily taxed in the country. They realise, however, that this surplus is unlikely to recur and, therefore, have not suggested any remission of taxation; but they propose, instead, to spend it on permanent works of great public utility, thereby indirectly increasing the economic well-being of the tax-payer himself.

15th July 1937.

1. General Outline of the Ministerial Programme*

A statement giving the programme of the Council of Ministers, Bombay, was published for general information on the 9th April 1937 in which it was stated that many of the measures embodied therein will require careful investigation and the passing of legislation, and side by side with the introduction of these measures of amelioration there will have to be devised ways and means of financing them.

Since then Government have been actively considering how best to implement the programme. They have devoted careful attention to the details and have reached decisions which are a faithful representation of the programme. This manifesto shows under each separate head the broad principle announced last month, the concrete measures which they propose to adopt and the estimated cost of those measures.

The Council of Ministers had stated in their original programme that they would readily welcome and even invite the co-operation of the Congress and other Parties if they were willing to accept their policy at any stage thereafter.

The Council of Ministers will therefore be grateful if the Members of the Legislature, the Press, Public men and Associations will examine these proposals and suggest such changes and alterations as will further improve these proposals and make them more acceptable to the public.

I. Education

(a) Original Proposal

1. *Education.*—It is the accepted aim of the Council of Ministers to introduce free and compulsory primary education all over the Presidency within a reasonable period.

A beginning in that direction will be made at an early date.

In the meantime, measures are under contemplation to exploit the possibility of spreading literacy and preventing stagnation and waste.

2. Special scholarships for the children of the Scheduled, Intermediate and Backward classes and Muhammadans on a more liberal scale than at present will be provided.

In this connection Government propose to adopt the following measures as the first substantial step to implement the programme during the next year:—

(1) Primary education will be made free in all schools maintained by Local Authorities throughout the Presidency.

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* This programme was first published in a press note on the 11th May 1937.

(2) Schools will be opened in every village with a population of 1,000 and over and also in smaller villages.

(3) Substantial provision will be made for granting additional scholarships to deserving children of the Backward and the Intermediate classes, the Scheduled castes and the Muhammadans.

(4) Primary education will be made compulsory in at least one district, or in an area equivalent to a district, in each division of the Presidency and also in certain wards of Bombay City.

(5) Cuts in grants-in-aid made during the past years under primary and secondary education will be completely restored.

(6) The question of the physical training of the younger generation is receiving the careful attention of the Council of Ministers.

It is expected that the cost of carrying out the aforesaid measures in a full year will be Rs. 41 lakhs.

II. Land Policy

(a) Original Proposal

1. Remission of assessment in proportion to the fall in prices of agricultural produce since the last Revision Settlement.

2. To bring under cultivation land which is cultivable but now remaining as waste.

It is understood that a large area of such cultivable waste land is available. Plots will be given to landless agriculturists either free of occupancy price or at reduced occupancy price according to the character of the land. It is hoped that this will provide means of livelihood for a considerable number of people and that the pressure on the present holdings will be substantially relieved.

Any system of land tenure which can be shown to operate harshly on the cultivator to be investigated with a view to giving such relief as may appear to be necessary.

3. *Relief of Indebtedness.*—The Council of Ministers attaches great importance to the devising of a scheme of debt redemption, making all just deductions, disallowing compound interest and applying the rule of dam dupat. In all cases the rate of interest allowed must be reasonable. The Council of Ministers desires to present legislation which while providing greater security to the creditors for the recovery of the reduced debts will further lighten the burden on the peasants by making the rates of interest more in consonance with the market conditions and with the peasants' ability to pay.

4. To place the system of land revenue assessment on a statutory basis.

5. *Irrigation.*—To appoint a committee to investigate—

(*i*) The feasible expansion of irrigation in different districts, and how far the various minor irrigation schemes worked out by the Special Officer Mr. Lowsley could be introduced particularly in scarcity areas,

(*ii*) whether water rates can be reduced,

(*iii*) what steps should be taken in case of lands and villages damaged by water-logging,

(*iv*) the feasibility of permitting the use of tail-waters from hydro-electric schemes for agricultural purposes.

6. *Road Development.*—To appoint a special officer to prepare a balanced programme of road development works including feeder roads.

(b) Details

1. In connection with the remission of assessment in proportion to the fall in prices of agricultural produce since the last revision settlement, the Council of Ministers will adopt the following measures.

These measures will apply to 115 out of the 183 talukas in the Presidency where the Revision Settlement was made since 1915. The price level before that year was normal and settlements made before 1915 will not come up for review in determining the remission of land revenue. The benefit of remission will be given retrospectively from 1936-37.

The total amount of remission on the basis of the fall in prices since 1915 is estimated to be Rs. 24 lakhs.

2. Steps are being taken to determine the actual area of the cultivable waste in each district and the Council of Ministers is examining the best method of bringing the land now remaining waste under cultivation and when this examination is over it is proposed to allot such lands to the poorest agriculturists.

All systems of land tenure in the Presidency will be examined and such of them as might be shown to operate harshly, as a result of that examination, will be brought under review for granting relief wherever necessary.

3. *Relief of Indebtedness.*—In this connection steps will be taken to ascertain and compound the amount of the debt in the manner proposed in the original programme and after this has been done measures will be taken to liquidate them.

4. It has been a long-standing demand of the public that the system of the land revenue assessment in this Presidency should be placed on a statutory basis. With this end in view, a draft bill is being prepared and will be placed before the legislature in due course.

5. *Irrigation* —A committee to investigate the programme already announced will be appointed within a few days after the return of the Minister in charge from his visit to the irrigation tracts which begins in the course of this week.

6. *Road Development.*—The special officer contemplated in the original programme has been already appointed and he is pursuing his investigation regarding the balanced programme of road development works including feeder roads.

III. Co-operative Movement

(*a*) *Original Proposal.*—The Council of Ministers will consider how far the extension of this movement is possible and give effect to such improvements as may be practicable.

(*b*) *Details.*—The Council of Ministers is actively pursuing this question and their decisions will be arrived at in due course. Leaders of the co-operative movement in the Presidency are being invited for consultation as to the best method of implementing the ministerial programme.

IV. Forests

(*a*) *Original Proposal.*—The Council of Ministers is considering the report submitted by the Forest Grievances Enquiry Committee with special reference to the following concessions to agriculturists in the vicinity of forests:—

(*i*) The use of stones and forest products for building and household purposes.

(*ii*) The use of water from streams and rivulets in forest areas.

(*iii*) Other concessions which might be useful to agriculture and agriculturists.

(*b*) *Details.*—The Council of Ministers has decided to grant concessions to the agriculturists in the vicinity of forests to the amount of rupees five lakhs in a full year in connection with the above programme.

V. Prohibition

(*a*) *Original Proposal.*—Prohibition being the ultimate goal of this Council of Ministers measures will be proposed for realising it within a period of time.

(*b*) *Details.*—In pursuance of the policy of prohibition the Council of Ministers has decided to adopt the following measures:—

(*i*) No retail liquor shop, toddy shop or tree foot booth will be allowed within 100 yards, in the same street, from a place of worship, school or hospital.

(*ii*) The introduction of prohibition as an experimental measure in the following areas, viz. the seven talukas of Newasa, Shevgaon, Shrigonda and Karjat of the Ahmednagar district, Karmala, Malsiras and Sangola of the Sholapur district and the Man Petha of the Satara district.

(*iii*) The reduction in the number of excise shops.

The total estimated cost of these three measures will be Rs. 30 lakhs in all, including loss of revenue and new expenditure that will be needed.

VI. Relief to Industrial and other Labour

(*a*) *Original Proposal*

While devoting attention to the growth of industry and expansion of employment the Council of Ministers will, to secure industrial peace, adopt the following measures:—

(*i*) to consider and devise machinery for fixing minimum living wage and limitation of working hours.

(*ii*) to secure wider recognition of trade unions within the province.

(*iii*) Establishment of a machinery for facilitating the settlement of trade disputes.

(*iv*) to investigate the whole question of unemployment and other social insurances.

(*v*) to find out what other ameliorative measures could be secured for the working classes.

VII. Housing Problems in Big Cities and other Municipal Areas

(a) Original Proposal

(*i*) Provision of houses by the joint efforts of Government and Municipalities.

(*ii*) Protection of tenants against the unfair treatment of landlords.

(b) Details

The questions involved under these two headings were referred to the Commissioner of Labour and the Labour Officer at Bombay whose reports have been received and are under the consideration of the Council of Ministers.

VIII. Political Offences

Original Proposal

To examine the cases of political prisoners and detenues with a view to releasing as many of them as practicable.

Details.—So far orders have already been issued for the unconditional removal of restrictions imposed on the Savarkar brothers and two others.

IX. Medical and Public Health Problems

Original Proposal.—To consider measures to improve the public health of the Presidency particularly in rural areas and to extend medical relief; health officers in all districts to advise the local bodies and in the latter case by opening new dispensaries or by adopting the system of subsidy to private practitioners and increase the number of trained nurses and midwives.

Details.—(*i*) It is proposed to allot an additional sum of Rs. 10 lakhs per annum for the improvement of public health of the Presidency particulary in rural areas and for the extension of medical relief Medical relief and public health measures will aim at opening 180 dispensaries at a cost of Rs. 6½ lakhs and a further grant of Rs. 3½ lakhs will be provided to deal with public health problems.

(*ii*) It is understood that there are 1,600 villages in the Presidency which have either no water supply or no water supply within easy

distance of them. It is estimated that it will cost Rs. 50 lakhs to have adequate supply of water to the villages in the Presidency. The Council of Ministers proposes to draw up a programme involving an expenditure of Rs. 5 lakhs a year for ten years for the provision of village water supply.

The total cost of these measures is estimated to be Rs. 15 lakhs.

The Council of Ministers has also decided to pay special attention to the development of industry and agriculture particularly in rural areas, including village roads and to spend Rs. 10 lakhs for these purposes in the course of a year.

It will be seen that the estimated cost of the measures of reform and relief detailed above is Rs. 125 lakhs in a full year :—

Education	...	41 lakhs.
Land revenue policy*	...	24 ,,
Forest relief†	...	5 ,,
Prohibition policy	...	30 ,,
Medical relief	...	10 ,,
Village water supply	...	5 ,,
Industry, agriculture rural roads	...	10 ,,
Total	...	125 lakhs.

Measures for raising additional revenue for carrying out the programme are under examination and will be placed before the Legislature for consideration and adoption at an early date. The Council of Ministers is confident that with public support and legislative sanction it will be able to carry through its financial proposals in this behalf and to put its programme into effect with promptitude and adequacy.

Conclusion

The programme is now before the public in full detail. The Council of Ministers has made every attempt to make it comprehensive enough for the needs of the masses in the Presidency. The Ministers have placed before themselves the development of mass welfare in all its branches and they will pursue it to its completion without undue delay or hesitation. The Council earnestly invites all classes and sections in the Presidency—whether political or otherwise —to lend their helping hand and co-operation in this great task so that the first year of the provincial autonomy in Bombay might bring hope and cheer into the homes of the worker and the peasant and might herald the birth of new life and new opportunities for all.

* The relief proposed in respect of land revenue assessment is Rs. 12 lakhs per year. The figure of Rs. 24 lakhs represents the relief in respect of 1937-38 and the retrospective relief in respect of 1936-37 (*see* Chapter 3). In future years it is proposed that Rs. 5 lakhs should be made available for minor irrigation works (*see* Chapter 7).

† The concession specified in Chapter 5 costs Rs. 2 lakhs. It is proposed that Rs. 3 lakhs should be utilised in the first year for minor irrigation works.

2. Education

I. Expansion of compulsory Primary Education

Free and compulsory primary education has been the declared policy of Government underlying the Primary Education Act of 1923. Up to now compulsion has been introduced in the West Khandesh District (in villages with a population of 1,000 and over) and in the municipal areas of Bombay (2 wards), Bandra, Satara City, Dhulia, Surat, Ahmednagar City, Sholapur (3 wards), Broach and Poona City (5 peths). The number of pupils in the existing areas of compulsion are shown in the subjoined table :—

Name of Local Authority and area of compulsion.	Date on which compulsion was introduced.	Whether for Boys or for girls or for both.	Pupils of all ages in all Classes of Local Authority and approved Primary Schools in the area of compulsion.		
			Boys.	Girls.	Total.
1	2.	3	4	5	6
I. Local Authority Municipalities					
Bombay Primary Education Act, 1918					
1. Surat ...	1st January 1920 ...	Both	10,961	6,360	17,321
2. Bandra ...	14th June 1920 ...	Both	2,560	1,398	3,958
3. Satara City ...	1st July 1921 ...	Boys	2,420	...	2,420
4. Dhulia ...	1st March 1923 ...	Both	4,128	2,429	6,557
City of Bombay Primary Education Act					
5. Bombay City (F & G Wards).	2nd November 1923.	Both	19,377	10,015	30,392
Bombay Primary Education Act, 1923					
6. Ahmednagar City ...	1st June 1927 ...	Boys	4,118	...	4,118
7. Sholapur (in 3 Wards).	1st November 1927.	Boys	4,622	...	4,622
8. Broach ...	1st September 1927.	Boys	3,538	...	3,538
9. Poona City (in 5 peths).	2nd December 1929.	Both	2,152	1,665	3,817
II. District Local Boards					
Bombay Primary Education Act, 1923					
10. District Local Board, West Khandesh (in villages with a population of 1,000 and over and in non-Local Authority Municipalities).	1st June 1929 ...	Boys	22,587	...	22,587

The Council of Ministers has decided to extend compulsion by selecting definite areas (in each division and in Bombay City) and spending an extra amount of Rs. 25 lakhs per annum.

There are 55 Local Authorities controlling Primary education under the Bombay Primary Education Act, 1923,— 20 District Local Boards and 35 Municipalities. The Local Authorities were addressed in the matter and asked to state whether they were agreeable to the introduction of compulsion in their areas and to meet their shares of the cost on the existing basis (viz. 1/3rd in the case of the D. L. Boards and ½ in the case of Municipalities). Government's object and endeavour in this proposal is to foster primary education to the greatest extent compatible with their means and to accelerate its increase and spread through all parts of the Presidency. Of the 20 District Local Boards, the District Local Board, West Khandesh, has already introduced compulsion throughout the District for boys only, in villages with a population of 1,000 and over and in Non-Local Authority Municipalities, and the Board is not agreeable to introduce compulsion for girls. The District Local Board, Kanara, has reported that it will not be in a position to give any definite reply earlier than August 1937. The District Local Boards, Satara, Ratnagiri and Kolaba though willing to introduce compulsion, have not yet submitted any scheme. The District Local Boards, Panch Mahals, and Kaira, are willing to introduce compulsion but are not willing to bear their share of the cost. The District Local Board, Nasik, is willing to introduce compulsion and to meet its share of cost out of the income from the professional tax proposed to be levied by the Board if Government are prepared to recover this tax through their agency. (The District Local Board has already addressed Government through the Collector in regard to the levy of this tax.) Similarly, of the 35 Municipalities, those of Surat and Dhulia have already introduced compulsion for both boys and girls in their respective areas. The President of the Bandra Municipality which has already introduced compulsion both for boys and girls since 1921, reports that it is the opinion of the members generally that unless Government admit for grant the expenditure on the schools in the additional area included in 1933 in the area of this Municipality no fresh scheme for compulsion should be framed. The Municipalities of Godhra, Baramati and Bagalkot are not willing to introduce compulsion and to bear their share of cost. The Municipality of Satara which has already introduced compulsion for boys, though willing to introduce compulsion for girls, is not prepared to bear its share of the cost. No schemes have yet been received from the Rander and Kalyan Municipalities. Of the remaining Municipalities the decision of the Local Authority in seven cases has not yet been communicated although details have been received, and five Municipalities are willing to introduce compulsion provided Government admit for grant the additional expenditure already incurred but disallowed at present and do not apply any cut to the grant for Primary Education. For want of sufficient details supplied by Local Authorities and in the absence, in some cases, of any fixed basis on which expenditure on a particular item should be

admitted, considerable difficulty has been experienced by the Director of Public Instruction in scrutinising the figures furnished by the Local Authorities. Revised figures of cost have been calculated by him on certain general principles laid down by him and these figures have been shown in the attached statement. It will be seen that the total of this cost on account of the schemes of the 12 District Local Boards and 24 Municipalities who are prepared to introduce compulsion and to bear their share of cost amounts to Rs. 15,50,000 and Government will be required to pay a grant of approximately Rs. 10,00,000. The additional number of children of school-going age to be provided for is 2,15,000 and the number of new schools to be opened is 1,966.

The estimates include cost on account of rented buildings in each case as it is proposed not to incur at present any non-recurring expenditure on the provision of new school buildings.

The Council of Ministers proposes to provide Rs. 25 lakhs on the extension of compulsion. As a large saving is likely to accrue under this allotment the Director of Public Instruction suggests that the saving may be usefully spent (1) in paying building grants (2) in the training of additional new teachers by opening and maintaining at least 10 District Training Schools or Kindergarten training schools in different parts of the Presidency at an annual cost of Rs. 1,25,000 and (3) in the entertainment of Government supervisors to supplement the existing Government inspecting staff which is entirely insufficient in numbers to exercise adequate supervision over the Primary Schools maintained by Local Authorities and to see that Government money is usefully and properly spent. The Council of Ministers proposes to consider these suggestions in due course. The Council of Ministers also proposes to consider the question of utilising this saving in the payment of grants to local authorities on expenditure incurred by them on voluntary education which have so far been withheld for want of funds.

The extension of compulsion in the B and E wards of Bombay City is under the consideration of the Corporation and Government are awaiting the receipt of the final scheme from that body.

(*See* Statement on page 10).

Statement showing the additional liability to Government and to Local Authority on account of introduction of compulsion

Serial No.	Name of the Local Authority.	Cost to Government.	Cost to Local Authority.	Total cost.	Remarks.
1	2	3	4	5	6
		Rs.	Rs	Rs.	
	District Local Boards				
1	Bombay Suburban District.	35,301	17,651	52,952	
2	Thana ...	1,23,159	61,579	1,84,738	
3	Poona ...	1,98,616	99,308	2,97,924	
4	Sholapur ...	36,305	18,152	54,457	
5	Ahmednagar ...	76,151	38,076	1,14,227	
6	East Khandesh ...	88,731	44,365	1,33,096	
7	Ahmedabad ...	25,984	12,992	38,976	
8	Broach ...	1,16,377	58,189	1,71,566	
9	Surat ...	31,937	15,968	47,905	
10	Dharwar ...	59,096	29,548	88,644	
11	Belgaum ...	11,128	5,564	16,692	
12	Bijapur ...	20,669	10,335	31,004	
	Total, D. L. Boards ...	8,23,454	4,11,727	12,35,181	
	Local Authority Municipalities				
1	Thana ...	4,072	4,073	8,145	
2	Malegaon ...	1,940	1,940	3,880	
3	Nasik ...	13,517	13,518	27,035	
4	Vengurla ...	380	380	760	
5	Chiplun ...	1,395	1,396	2,791	
6	Poona City ...	19,484	19,484	38,968	
7	Poona Suburban ...	5,751	5,751	11,502	
8	Lonavla ...	184	185	369	
9	Sholapur ...	16,808	16,808	33,616	
10	Pandharpur ...	706	707	1,413	
11	Barsi ...	8,724	8,724	17,448	
12	Ahmednagar ...	3,526	3,527	7,053	
13	Jalgaon ...	8,992	8,993	17,985	
14	Amalner ...	3,933	3,933	7,866	
15	Nandurbar ...	4,531	4,531	9,062	
16	Nadiad ...	8,213	8,213	16,426	
17	Bulsar ...	6,772	6,773	13,545	
18	Viramgaum ...	5,180	5,181	10,361	
19	Dohad ...	3,552	3,553	7,105	
20	Broach (Girls) ...	7,696	7,697	15,393	
21	Dharwar ...	5,734	5,735	11,469	
22	Hubli ...	21,086	21,087	42,173	
23	Gadag ...	3,124	3,124	6,248	
24	Nipani ...	895	896	1,791	
	Total, L. A. Municipalities.	1,56,195	1,56,209	3,12,404	
	Grand Total, District Local Boards and L. A. Municipalities	9,79,649	5,67,936	15,47,585	
	Round figures ...	10,00,000		15,50,000	

II. Opening of new Primary Schools

There are approximately 200 villages in this Presidency having a population of 950 and over and yet having no school, *vide* statement A attached. The Council of Ministers proposes that in each of these villages a school should be provided immediately. The scheme contemplates the opening of an Infant class for the 1st year; standard I, the 2nd year; standard II, the 3rd year; standard III, the 4th year; and standard IV, the 5th year.

2. The District Local Boards were consulted whether they were willing to open schools in the villages mentioned above on the condition that Government will pay them grant on the usual basis, viz. equal to $\frac{2}{3}$rds of the approved expenditure. The District Local Board, Dharwar, has no proposal to submit as there are no such villages without schools in that District. The District Local Board, Kanara, has reported that the question of opening new schools will be considered by the Board in its meeting to be held in August next. The Director of Public Instruction however reports that so far as he is aware there are no villages in that District with a population of over 1,000 and yet without a school. The District Local Boards of Satara and Kolaba have not furnished any information while the information furnished by the District Local Boards, Bombay Suburban District and Thana, is incomplete and revised figures from these two Boards have not yet been received.

3. For want of sufficient details supplied by Local Authorities and in the absence in some cases of any fixed basis on which expenditure on a particular item should be admitted, considerable difficulty has been experienced by the Director of Public Instruction in scrutinising the figures furnished by Local Authorities. The details supplied by the fourteen Boards have been scrutinised and revised by the Director on certain general principles fixed by him. The revised figures of cost of each Local Authority as worked out by the Director are shown in the attached statement B which furnishes information regarding the number of schools to be opened, the additional staff and the estimated annual extra expenditure to Government and the Local Authority. Statement C attached gives the consolidated figures from statement B. The cost in the 1st year will be Rs. 66,800, the ultimate cost at the end of five years being Rs. 1,06,300. Pending scrutiny of the detailed proposals and figures which the local authorities will be asked to prepare hereafter the estimates of cost as given in statement C have been provisionally adopted. It will be seen that Government will be required to pay Rs. 44,500 in the 1st year and their ultimate liability after the 5th year will be Rs. 70,900. Even if proposals from the remaining four Boards* are received subsequently and included in the scheme the

* Dharwar and Kanara Boards have no villages with a population of over 1,000 and still without a school.

cost to Government is likely to be well within the allotment of Rs. 1,25,000 which Government propose to make annually. As the allotment is thus not likely to be fully utilised, the Council of Ministers proposes also to open schools in a few villages with a population of 500 and over where there is no school and where the want of a school is keenly felt. Details regarding such villages and the estimates of the cost of opening schools in such villages have been called for from the Director of Public Instruction.

4. The Director of Public Instruction however suggests that the saving referred to in the preceding paragraph may be utilised (1) towards the payment of building grants and (2) for training of additional teachers. He emphasises the desirability of utilising the saving likely to accrue every year in paying non-recurring building grants to District Local Boards to enable them to provide suitable school houses in villages in which they experience difficulty in securing suitable accommodation for schools. The Director considers that the provision of suitable school buildings will in the long run prove to be economical and is calculated to raise the efficiency of Primary Schools. He believes that District Local Boards will construct buildings in those places in which there is a definite need for them and in which the need for a school is also well-established. He also draws attention to the fact that provision of such school houses will minimise the difficulty experienced in some cases by the Boards in admitting children of Scheduled Classes in places where schools are held in private rented houses, temples, etc. The Director thinks that the saving or a portion of it can also be usefully spent in making provision for training additional teachers for employment in such schools. Most of these schools will be one-teacher schools and he, therefore, considers it essential that they should as far as possible be in charge of trained teachers. Both these suggestions will be duly considered by Government when they take up the question of the utilisation of the savings.

5. No non-recurring costs have been shown in the attached statements as the estimates have been framed on the assumption that the new schools will be opened in hired buildings only.

6. It is possible that there will be a certain amount of overlapping in some areas between the scheme of compulsory education and the scheme of opening new schools on a voluntary basis. The new schools proposed to be opened in the area of compulsion under the voluntary scheme will have to be omitted or the Boards concerned allowed to open a corresponding number of schools in other villages outside the area of compulsion. The Boards will be advised accordingly.

7. It is estimated that a school with an Infant class and standards I to IV will have approximately 100 pupils. The scheme of opening 197 new schools is thus likely to provide for about 20,000 additional pupils.

STATEMENT A

Statement showing the number of villages without a school, having a population of 950 and over, under the District Local Boards in the Bombay Presidency

Serial No.	Name of the District Local Board.	No. of villages without a school having a population of 950 and over.
1	Poona ...	4
2	Satara ...	5
3	Sholapur ...	8
4	Ahmednagar ...	14
5	East Khandesh ...	8
6	West Khandesh ...	9
7	Bombay Suburban District ...	4
8	Kolaba ...	12
9	Nasik ...	8
10	Ratnagiri ...	34
11	Thana ...	33
12	Ahmedabad ...	5
13	Broach ...	1
14	Kaira ...	7
15	Panch Mahals ...	31
16	Surat ...	3
17	Belgaum ...	8
18	Bijapur ...	3
19	Dharwar ...	Nil
20	Kanara ...	Nil
	Total ...	197

STATEMENT B

District Local Board, Bombay Suburban District

Number of new schools to be opened.	Year.	Number of teachers.	Pay and allowances.	Estimated annual recurring cost.						Annual cost.		Whether the L. A. undertakes to meet the cost in Col. 11.	Remarks.
				Provident Fund contribution.	Rents, rates and taxes.	Fixed contingencies.	Miscellaneous contingencies.	Furniture and equipment.	Total recurring expenditure.	To Local Authority at ½ rate.	To Government at ½ rate.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		
4	1st year ...												Revised proposals are awaited.
	2nd year ...												
	3rd year ...												
	4th year ...												
	5th year ...												

District Local Board, Thana

33	1st year ...												A modified proposal is awaited.
	2nd year ...												
	3rd year ...												
	4th year ...												
	5th year ...												

District Local Board, Kolaba

12	1st year ...												Before framing a scheme the D. L. B. requires assurance of Government grant both on 100 new schools under scheme and 52 schools already opened on which they have received no grant.
	2nd year ...												
	3rd year ...												
	4th year ...												
	5th year ...												

District Local Board, Ratnagiri

34	1st year ...	36	10,680	668	1,224	312	204	1,447	14,535	4,845	9,690	Yes.	*Supervising staff.*
	Staff ...	...	1,944	122	...	700	...	...	2,766	922	1,844		1 Graduate.
	Total ...	...	12,624	790	1,224	1,012	204	1,447	17,301	5,767	11,534		1 Under-graduate.
	2nd year ...	56	18,624	1,165	1,944	1,192	324	2,247	25,496	8,499	16,997		
	3rd year ...	76	26,388	1,650	2,664	2,072	444	3,047	36,265	12,089	24,176		
	4th year ...	96	32,388	2,025	3,384	2,252	564	3,847	44,460	14,821	29,639		
	5th year ...	116	38,388	2,400	4,104	2,432	684	4,647	52,655	17,553	35,102		

District Local Board, Nasik

8 Schools	1st year ...	8	2,400	150	288	96	48	320	3,302	1,101	2,201	Yes.	
	2nd year ...	8	2,400	150	288	96	48	80	3,062	1,021	2,041		
	3rd year ...	16	4,320	270	288	120	48	80	5,126	1,709	3,417		
	4th year ...	16	4,320	270	288	120	48	40	5,086	1,695	3,391		
	5th year ...	16	4,320	270	288	120	48	40	5,086	1,695	3,391		

District Local Board, Poona

Number of new schools to be opened.	Year.	Number of teachers.	Pay and allowances.	Estimated annual recurring cost.						Annual cost.		Whether the L. A. undertakes to meet the cost in column 11.	Remarks.
				Provident Fund contribution.	Rents, rates and taxes.	Fixed contingencies.	Miscellaneous contingencies.	Furniture and equipment.	Total recurring expenditure.	To Local Authority at ½ rate.	To Government at ⅔ rate.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		
4	1st year ...	4	1,200	75	96	48	24	160	1,603	534	1,069	Yes.	
	2nd year ...	4	1,200	75	96	48	24	...	1,443	481	962		
	3rd year ...	6	1,680	105	96	48	36	60	2,025	675	1,350		
	4th year ...	6	1,680	105	96	48	36	...	1,965	655	1,310		
	5th year ...	6	1,680	105	96	48	36	...	1,965	655	1,310		

District Local Board, Satara

5	1st year ...												Before framing a scheme the D. L. B. requires assurance of Government grant both on 5 new schools under scheme and 35 schools already opened on which they have received no grant.
	2nd year ...												
	3rd year ...												
	4th year ...												
	5th year ...												

District Local Board, Sholapur

8	1st year ...	8	2,400	150	288	96	24	400	3,358	1,119	2,239	Yes.	
	2nd year ...	8	2,400	150	288	96	24	24	2,982	994	1,988		
	3rd year ...	8	2,400	150	288	96	24	24	2,982	994	1,988		
	4th year ...	8	2,400	150	288	96	24	24	2,982	994	1,988		
	5th year ...	8	2,400	150	288	96	24	24	2,982	994	1,988		

District Local Board, Ahmednagar

14	1st year ...	14	4,200	263	336	168	84	490	5,541	1,847	3,694	Yes.	
	2nd year ...	14	4,200	263	336	168	84	...	5,051	1,684	3,367		
	3rd year ...	14	4,200	263	336	168	84	80	5,131	1,710	3,421		
	4th year ...	17	4,920	308	336	177	84	80	5,905	1,968	3,937		
	5th year ...	17	4,920	308	336	177	84	85	5,910	1,970	3,940		

District Local Board, East Khandesh

8	1st year ...	8	2,400	150	288	96	48	320	3,302	1,101	2,201	...	The Local Authority's Resolution is awaited.
	2nd year ...	16	4,320	270	288	96	48	160	5,182	1,727	3,455		
	3rd year ...	16	4,320	270	288	96	48	80	5,102	1,701	3,401		
	4th year ...	16	4,320	270	288	96	48	80	5,102	1,701	3,401		
	5th year ...	16	4,320	270	288	96	48	...	5,022	1,674	3,348		

District Local Board, West Khandesh

Number of new schools to be opened.	Year.	Number of teachers.	Pay and allowances.	Estimated annual recurring cost.						Annual cost.		Whether the L. A. undertakes to meet the cost in column 11.	Remarks.
				Provident Fund contribution.	Rents, rates and taxes.	Fixed contingencies.	Miscellaneous contingencies.	Furniture and equipment.	Total recurring expenditure.	To Local Authority at ½ rate.	To Government at ⅔ rate.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		
9	1st year ...	22	6,600	413	324	183	132	860	8,512	2,837	5,675	Yes.	The D. L. B. accepts the proposal regarding the opening of new schools subject to the understanding that no expenditure on which a Government grant will not be paid should be incurred.
	2nd year ...	22	6,600	413	324	183	132	...	7,652	2,551	5,101		
	3rd year ...	22	6,600	413	324	183	132	...	7,652	2,551	5,101		
	4th year ...	22	6,600	413	324	183	132	...	7,652	2,551	5,101		
	5th year ...	24	7,080	443	324	204	144	60	8,255	2,752	5,503		

District Local Board, Ahmedabad

5	1st year ...	5	1,500	94	180	38	23	180	2,015	672	1,343	Yes.	
	2nd year ...	7	1,980	124	180	44	23	15	2,366	789	1,577		
	3rd year ...	8	2,220	139	180	47	23	20	2,629	876	1,753		
	4th year ...	9	2,460	154	180	50	23	10	2,877	959	1,918		
	5th year ...	9	2,460	154	180	50	23	15	2,882	961	1,921		

District Local Board, Kaira

7	1st year ...	7	2,100	131	168	84	42	275	2,800	933	1,867	Yes.	
	2nd year ...	7	2,100	131	168	84	42	20	2,545	848	1,697		
	3rd year ...	7	2,100	131	168	84	42	25	2,550	850	1,700		
	4th year ...	12	3,300	207	168	84	42	20	3,821	1,274	2,547		
	5th year ...	12	3,300	207	168	84	42	20	3,821	1,274	2,547		

District Local Board, Panch Mahals

31	1st year ...	31	9,300	581	744	233	155	775	11,788	3,929	7,859	...	The Board will not carry out scheme unless Government pay full cost.
	2nd year ...	31	9,300	581	744	233	155	195	11,208	3,736	7,472		
	3rd year ...	31	9,300	581	744	233	155	195	11,208	3,736	7,472		
	4th year ...	31	9,300	581	744	233	155	195	11,208	3,736	7,472		
	5th year ...	31	9,300	581	744	233	155	195	11,208	3,736	7,472		

District Local Board, Broach

1	1st year ...	2	540	34	24	15	6	75	694	231	463	...	Scheme submitted by D. L. B. out of order.
	2nd year ...	2	540	34	24	15	6	...	619	206	413		
	3rd year ...	2	540	34	24	15	6	...	619	206	413		
	4th year ...	2	540	34	24	15	6	...	619	206	413		
	5th year ...	2	540	34	24	15	6	...	619	206	413		

District Local Board, Surat

Number of new schools to be opened.	Year.	Number of teachers.	Pay and allowances.	Estimated annual recurring cost.						Annual cost.		Whether the L. A. undertakes to meet the cost in Col. 11.	Remarks.
				Provident Fund contribution.	Rents, rates and taxes.	Fixed contingencies.	Miscellaneous contingencies.	Furniture and equipment.	Total recurring expenditure.	To Local Authority at ½ rate.	To Government at ⅔ rate.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		
3	1st year ...	6	1,620	102	72	45	18	192	2,049	683	1,366	Yes.	Revised scheme not received.
	2nd year ...	6	1,620	102	72	45	18	16	1,873	624	1,249		
	3rd year ...	6	1,620	102	72	45	18	16	1,873	624	1,249		
	4th year ...	6	1,620	102	72	45	18	16	1,873	624	1,249		
	5th year ...	6	1,620	102	72	45	18	10	1,867	622	1,245		

District Local Board, Dharwar

	1st year ...												There is no village in this District with a population of 1,000 or over which is without a school.
	2nd year ...												
	3rd year ...												
	4th year ...												
	5th year ...												

District Local Board, Belgaum

8	1st year ...	8	2,400	150	288	96	40	320	3,294	1,098	2,196	Yes.	The resolution is awaited.
	2nd year ...	8	2,400	150	288	96	40	20	2,994	998	1,996		
	3rd year ...	8	2,400	150	288	96	40	20	2,994	998	1,996		
	4th year ...	8	2,400	150	288	96	40	20	2,994	998	1,996		
	5th year ...	8	2,400	150	288	96	40	20	2,994	998	1,996		

District Local Board, Bijapur

8	1st year ...	8	900	57	72	36	18	120	1,203	401	802	Yes.	
	2nd year ...	8	900	57	72	36	18	...	1,083	361	722		
	3rd year ...	8	900	57	72	36	18	...	1,083	361	722		
	4th year ...	8	900	57	72	36	18	...	1,083	361	722		
	5th year ...	8	900	57	72	36	18	...	1,083	361	722		

District Local Board, Kanara

	1st year ...												The D.L.B. has no scheme to submit.
	2nd year ...												
	3rd year ...												
	4th year ...												
	5th year ...												

STATEMENT C

ABSTRACT

Statement showing the cost of opening new schools for the 1st and 5th year

Serial No.	Name of the District Local Board.	First year.			Fifth year.		
		Total recurring expenditure.	Annual cost.		Total recurring expenditure.	Annual cost.	
			To Local Authority at ⅓ rate.	To Government at ⅔ rate.		To Local Authority at ⅓ rate.	To Government at ⅔ rate.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Bombay Suburban District ...	...	...	...	...	...	...
2	Thana ...	...	...	...	...	...	...
3	Kolaba ...	...	...	...	...	...	...
4	Ratnagiri ...	17,801	5,767	11,534	52,655	17,553	35,102
5	Nasik ...	3,302	1,101	2,201	5,086	1,695	3,391
6	Poona ...	1,603	534	1,069	1,965	655	1,310
7	Satara ...	...	...	...	...	...	...
8	Sholapur ...	3,358	1,119	2,239	2,982	994	1,988
9	Ahmednagar ...	5,541	1,847	3,694	5,910	1,970	3,940
10	East Khandesh ...	3,302	1,101	2,201	5,022	1,674	3,348
11	West Khandesh ...	8,512	2,837	5,675	8,255	2,752	5,503
12	Ahmedabad ...	2,015	672	1,343	2,882	961	1,921
13	Kaira ...	2,800	933	1,867	3,821	1,274	2,547
14	Panch Mahals ...	11,788	3,929	7,859	11,208	3,736	7,472
15	Broach ...	694	231	463	619	206	413
16	Surat ...	2,049	683	1,366	1,867	622	1,245
17	Dharwar ...	...	...	...	...	...	...
18	Belgaum ...	3,294	1,098	2,196	2,994	998	1,996
19	Bijapur ...	1,203	401	802	1,083	361	722
20	Kanara ...	...	...	...	...	...	...
	Total ...	66,762	22,258	44,509	1,06,349	35,451	70,898

III. Abolition of fees in Primary Schools conducted by Local Authorities

The preamble to the Bombay Primary Education Act, 1923, declares it to be the policy of Government that universal, *free* and compulsory elementary education for boys and girls should be reached by a definite programme of progressive expansion. The Council of Ministers has decided to proceed with the expansion of compulsory primary education; and free primary education is the natural corollary of compulsory primary education. The total fees at present realised by the local bodies in their schools are shown below:—

		Rs.
District Local Boards	...	2,14,000
Non-Local Authority Municipalities	...	33,000
Local Authority Municipalities	...	23,000
Bombay Municipality	...	20,000
Total	...	2,90,000

With a view to making primary education free all over the Presidency the Council of Ministers has decided to abolish fees in the primary schools conducted by local authorities and to compensate these bodies for the loss which they will suffer in consequence. As shown above the annual recurring expenditure to Government will be just under Rs. 3 lakhs.

IV. Restoration of the temporary cut in Grants to Local Bodies for Primary Education

Owing to financial stringency, Government have had to make temporary reductions in the grants to local bodies for primary education as mentioned below:—

Year.		Temporary cut enforced.	
1931-32	...	5 %	
1932-33	...	19¼ %	
1933-34	...	12 %	
1934-35	...	12 %	
1935-36	...	11 %	
1936-37	...	8 %	
1937-38	...	8 %	cut continues.

These reductions have not only hampered the expansion of primary education but have actually resulted in some cases in a set-back in the progress made during the years prior to 1931-32. The resources

of local bodies in the mofussil are limited. They depend largely for their expenditure in connection with primary education on the grant from provincial revenues and therefore they have been hard hit by the cut in the Government grant. It is difficult to induce local bodies to effect improvements in the quality of primary education or to accelerate its progress unless the temporary cut is restored. The Council of Ministers proposes to do this. The expenditure to Government is estimated to be Rs, 8,05,500 per annum.

V. Restoration of the temporary cut in Grants to non-Government Secondary Schools

The provision for maintenance grants for Anglo-Vernacular schools under private management and English-teaching schools was reduced by 5 per cent in the year 1932-33 and a further cut of about 5 per cent was applied during the year 1933-34. Similarly a cut has been applied to the allotment for grants-in-aid to non-Government Anglo-Vernacular schools under Local Bodies since the year 1933-34. The respective provisions in 1931-32 before the application of the cut and in the budget of 1937-38 with the cut are as shown below:—

	1931-32.	1937-38.	Difference.
	Rs	Rs.	Rs.
(1) Ordinary grants-in-aid to English-teaching schools.	1,90,070	1,70,460	19,610
(2) Ordinary grants-in-aid to non-Government Anglo-Vernacular schools under private management.	7,26,945	6,59,600	67,345
Total ...	9,17,015	8,30,060	86,955
(1) Ordinary grants-in-aid to non-Government Anglo-Vernacular schools under Local Bodies.	68,898	64,780	4,118.
Total ...	9,85,913	8,94,840	91,073

The Director of Public Instruction has been representing to Government every year that the provision made for grants-in-aid to Anglo-Vernacular and English-teaching schools is inadequate. He has been requesting that the provision which was made prior to the year 1932-33 may be restored so that he may be enabled to pay grants on a more liberal scale than he is doing at present. It is a fact that the Department cannot expect to maintain adequate control over secondary education if the grants, prescribed under the Grant-in-aid Code, are not paid to deserving institutions. The Council of Ministers proposes therefore to restore the cut. The extra amount required on this account is Rs. 91,073 per annum as stated above.

VI. Special Scholarships for the Intermediate Hindus, the Backward Classes and the Mahomedans

Special scholarships of the value of about Rs. 2,75,000 per annum as shown in the accompanying statement are at present granted to the boys and girls of the Backward Classes and the Mahomedans in primary schools and to the boys and girls of the Intermediate Hindus, the Backward Classes and the Mahomedans in secondary schools and arts and professional colleges in accordance with the rules sanctioned by Government for the purpose. The Council of Ministers having decided to make primary education free and compulsory, an increasingly large number of boys of the Intermediate Hindus, the Backward Classes and the Mahomedans will become literate, and a demand from them for greater facilities for secondary and collegiate education will naturally follow. The Council of Ministers has therefore proposed to sanction an additional amount of Rs. 1,75,000 per annum for the grant of additional special scholarships for the three classes in secondary schools and in arts and professional colleges. The Council of Ministers has also under consideration the grant of scholarships for study abroad. The basis on which the additional scholarships will be granted is mentioned below :—

(*i*) *Secondary Schools.*—The existing special scholarships in these schools are allocated to the several districts of the Presidency on a population basis and are awarded on the results of special competitive examinations held for the purpose. The additional sets of scholarships will also be distributed on a population basis by districts and awarded on the results of competitive examinations. There is, however, a great inequality in the provision of special scholarships for the three categories of communities referred to above.. The percentage of population attending secondary schools in the case of these communities is as under :—

Backward	...	0·07
Intermediate	...	0·23
Mahomedans	...	0·66

Additional sets of scholarships for these classes will, therefore, be proposed after taking into consideration these two points, population and school population.

These special scholarships, the values of which are shown in the margin are, under the rules, open to boys as well as girls. Experience has shown, however, that girls who are required to compete with boys are at a disadvantage. There is already a great disparity between boys and girls attending secondary schools, the percentage of the female population of these communities attending secondary schools being as under :—

Standard.		Value of scholarship. Rs.
I	...	4
II	...	4
III	...	4
IV	...	5
V	...	6
VI	...	8
VII	...	8

Backward Classes	...	0·01
Intermediate	...	0·03
Mahomedans	...	0·09

It is therefore proposed that separate scholarships be provided for girls belonging to these communities attending secondary schools. Although these scholarships will be reserved for girls they will be awarded on the results of competitive examinations held at present. It is possible that in some districts the number of girl candidates will be larger than the average or higher in ability. In view of this the existing special scholarships should continue to be open to girls as well as to boys.

(*ii*) *Arts Colleges.*—The special scholarships in arts colleges are awarded at present on the results of the Matriculation Examination with due regard to the age of the candidate and the circumstances of the parent or guardian. The value of the scholarships was originally Rs. 20 per mensem but as a measure of retrenchment it was reduced to Rs. 15 per mensem. A scholarship of Rs. 15 is considered inadequate for a student in an arts college. It is therefore proposed that before any additional scholarships are provided the value of these scholarships should be raised to Rs. 20 per mensem.

There is already a great inequality in the provision of special scholarships in arts colleges for the Intermediate and Backward Classes and the Mahomedans. In the proposing of additional sets of scholarships for these communities an attempt will be made to minimise these inequalities as far as possible. The additional sets now proposed will be added to the existing sets and allocated to the different divisions of the Presidency on a population basis as is the case at present, and awarded in accordance with the rules regulating these scholarships.

It is not considered necessary to reserve any special scholarships for women in arts colleges as the number of women is comparatively small. With the addition of the proposed sets of scholarships, however, it is proposed to amend the rules of these scholarships so as to provide for preference being given to women candidates over men.

(*iii*) *Professional Colleges.*—Special scholarships have been provided at present at the rates shown in the margin in the Colleges of Engineering, Commerce and Law which are under the control of the Educational Department. It is not considered necessary or desirable to increase the exisiting provision of scholarships for the law course. The scholarships for Engineering and the Commerce courses for the three communities are proposed to be increased. How this will be done is under consideration. In view of the paucity of eligible candidates from these communities it is not necessary to provide a large number of additional sets.

College of Engineering	...	Rs. 30
Sydenham College of Commerce and Economics	...	,, 25
Law College (for Bombay)	...	,, 25
Do. (for mofussil)	...	,, 20

With the proposed introduction of the Bifurcation Scheme in the College of Commerce with effect from June 1938 the period of tenure of scholarships for the Commerce course will be extended

from 3 to 4 years. Provision has been made for this extension of the period for the existing as well as the new sets of scholarships for the Commerce course.

There is no provision at present of any special scholarship in the Secondary Training College. There is a provision of 25 stipends each of Rs. 30 per mensem but these stipends are open to all communities. The number of stipends is inadequate in view of the fact that the number of teachers under training from non-Government Secondary schools is in the neighbourhood of 90 every year. In view of this and with a view to providing some stipends for the less advanced communities it is proposed that 25 additional stipends should be provided in this College and that it should be laid down that while awarding these additional 25 stipends the claims of the candidates belonging to the Intermediate and Backward Classes and of Mahomedans should be considered before those of other communities.

The details of the special scholarships at present granted are shown in the accompanying statement. Details of the additional scholarships now proposed to be sanctioned by the Council of Ministers are under consideration and will be announced later. The additional scholarships in secondary schools and colleges will be introduced gradually. The extra cost in the first year will be approximately Rs. 47,000 and will gradually increase till the figure of the maximum additional grant of Rs. 1,75,000 is reached after a period of four years.

(*See* Statement on pages 28—30).

Details of scholarships.	Rates and number of scholarships, etc., at present given.				Rates and number of additional scholarships proposed to be given.					Remarks.
	Number of scholarships.	Period of tenure.	Value per month.	Total annual cost.	Number of scholarships.	Period of tenure.	Value per month.	Cost in first year (for 9 months).	Ultimate annual cost.	
1	2	3	4	5	6	7	8	9	10	11
SECONDARY SCHOOLS										
Special Scholarships		Years.	Rs.	Rs.						
Backward Classes ...	87 sets at 1 set for 43,000 population.	7 Stds.		40,716						
		I	4							
		II	4							
		III	4							
		IV	5							
		V	6							
		VI	8							
		VII	8							
			39							
Intermediate Classes ...	167 sets at 1 set for 63,000 population.	do.	do.	78,156						
Mahomedans ...	91 sets at 1 set for 17,400 population.	do.	do.	42,588						
					The details are under consideration of the Council of Ministers and will be settled later.					
(*For Girls*)										
Backward Classes ...										
Intermediate Classes ...										
Mahomedans ...										
Open Scholarships										
Middle School ...	40 sets.	3 Stds.		4,320						
		I	3							
		II	3							
		III	3							

High School ...	20 sets.	4 Stds. IV V VI VII	5 5 5 5	4,800	
Total Secondary Schools ...				1,70,580	
ARTS COLLEGES					
Backward Classes ...	21½ sets at 1 set for 1,75,000 population.	4	15	15,480	The details are under consideration of the Council of Ministers and will be settled later.
Intermediate Classes ...	29 sets at 1 set for 3,63,000 population.	4	15	20,880	
Mahomedans ...	10½ sets at 1 set for 1,50,000 population.	4	15	7,560	
Total ...				43,920	

Details of scholarships.	Rates and number of scholarships, etc., at present given.				Rates and number of additional scholarships proposed to be given.					Remarks.
	Number of scholarships.	Period of tenure.	Value per month.	Total annual cost.	Number of scholarships.	Period of tenure.	Value per month.	Cost in first year (for 9 months).	Ultimate annual cost.	
1	2	3	4	5	6	7	8	9	10	11
PROFESSIONAL COLLEGES		Years.	Rs.	Rs.						
Backward Classes—										
Engineering ...	2	3	30	2,160						
Commerce ...	1	3	25	900						
Law ...	3	2	25 & 20	1,800						
Intermediate Classes—										
Engineering ...	5	3	30	5,400	The details are under consideration of the Council of Ministers and will be settled later.					
Commerce ...	2	3	25	1,800						
Law ...	5	2	25 & 20	3,000						
Mahomedans—										
Engineering ...	3	3	30	3,240						
Commerce ...	1	3	25	900						
Law ...	3	2	25 & 20	1,800						
Secondary Training College stipends.	25 stipends	10 months	30	7,500						
Total ...				28,500						
Grand total of Primary and Secondary Schools and Arts, Professional and S. T. Colleges.				2,75,232						

3. Land Policy

I. Remission of Land Revenue

In the forefront of its land policy the Council of Ministers has placed the remission of assessment in proportion to the fall which has occurred in the prices of agricultural produce since the last revision settlement. A scheme of granting rebates of the land revenue in those talukas the assessment of which is based upon the prices of the boom years has now been in operation for several years and has stood the test of time. The need for such a scheme is obvious so long as low prices prevail or until revision settlement based on them has been introduced. Meanwhile it is proposed to continue the present system but to give the grant of remissions on a more liberal scale, i. e. more closely in accord with the extent of the fall in prices. The extent of this liberalisation must, like all other items of the Ministerial programme which involve loss of revenue, depend upon the funds which the legislature places at Government's disposal.

The cost of rebates granted in the last two or three years has averaged out at approximately Rs. 8 lakhs a year. This has enabled rebates to be given on the following scale:—

Fall in prices of under 25 per cent	...	Nil
Fall from 25% to under 33⅓%	...	Ans. 2
Fall from 33⅓% to under 40%	...	,, 3
Fall of 40% and over	...	,, 4

In applying this scale to any given taluka, regard is had not only to the extent of the fall in prices but to various other factors including the condition of the people, the nature of the season and the incidence of the assessment. Government also consider that the equal treatment of homogeneous tracts is of greater importance than a meticulous enforcement of the scale adopted.

The new scale which the Council of Ministers decided to adopt is as follows:—

		Rebate.
Fall in prices of under 12½%	...	Nil
Fall from 12½ per cent to under 25%	...	Ans. 2
Fall from 25 per cent to under 37½%	...	,, 4
Fall from 37½ per cent to under 50%	...	,, 6
Fall of 50 per cent and over	...	,, 8

The highest fall reported in the revenue year 1936-37 has been just under 60 per cent. The prices of money crops appear to be slightly on the upward grade. But taking all factors into consideration, Government consider that the cost of the revised scale in a revenue year, if prices continue more or less as at present, will be about Rs. 20 lakhs, i. e. the additional cost will be Rs. 12 lakhs a year. If Government are provided with the necessary funds, their intention is to extend the new scale not only to collections of the revenue year 1937-38 but to give it retrospective effect to the revenue year 1936-37 by ways of crediting part of that year's collections to over-collections. The additional cost of such a measure of retrospective effect would be about Rs. 12 lakhs.

In the budget for the present financial year 1937-38, provision has been made on the assumption that rebates will continue according to the past scale. In the normal course, similar provision would be made for the financial year 1938-39. If the Council of Ministers' proposals are put into effect, the additional cost during the revenue year 1937-38 would come to Rs. 24 lakhs and the greater part of this would fall upon the budget of the financial year 1938-39.

II. Disposal of Waste Land

Government have issued the following order to all Commissioners and Collectors. The order is self-explanatory:—

"Government desire that in all districts a systematic attempt should be made to give out all waste lands which are not required for village grazing or other public purposes and are capable of being profitably cultivated, in order to provide a livelihood to agriculturists who have no land or whose land is less than an economic holding. Government also desire that the giving out of land reserved for forest which can more suitably and advantageously be used for cultivation should be considered at the same time.

"2. In certain districts, notably in Kanara and West Khandesh where the areas of unoccupied land are the largest, separate orders have already issued for the granting of waste lands and it is probable that in such districts no further orders are required. In the partially excluded areas, Government have recently in Government Resolution No. 4868/33, dated 13th March 1937, and Government Resolution No. 4868/33, dated 23rd May 1937, ordered a special enquiry into the condition of the aboriginal and hill tribes. Pending the issue of orders on that enquiry, the grant of waste lands in the partially excluded areas should not be accelerated. Apart from these areas, Government wish special attention to be given to this matter in every district.

"3. The area of cultivable assessed waste and unassessed waste in the Presidency amounts to about 700,000 and 440,000 acres respectively. Much of this is uncultivable and for another large part of it there is no demand. But there will remain a substantial area for which a demand exists.

"4. Waste lands generally fall into four categories:—

(*a*) land for which, on account of its poorness or inaccessibility, there is known to be no demand,

(*b*) waste land genuinely required for grazing or other public purposes,

(*c*) land which is waste because of its small size or awkward shape, and

(*d*) land suitable for, and in demand for, cultivation.

"5. It will probably be found that land falling in class (*b*) should be assigned for the purpose for which it is required. Land in class (*c*) will be disposed of in accordance with section 117 B, Land Revenue Code, when that section applies to it. In other cases also it will usually be best to dispose of it to occupants of adjoining land. When

it forms a part of a survey number or is a small survey number which would more conveniently be amalgamated with an adjoining survey number, Government will have no objection, notwithstanding the orders in Government Resolution, Revenue Department, No. 366/33, dated 22nd July 1935, to such land being granted on the partible or old tenure if the land with which it is to be amalgamated is held on the partible or old tenure. As regards land falling in category (*d*), disposal for cultivation in the present monsoon will be limited to clear cases about which there is no doubt. But Government hope that it will be possible to make substantial grants in time for cultivation during the monsoon of 1938-39. In rare cases, where waste land is exceptionally valuable, such as land under the command of canals or near large villages, it should be earmarked for disposal by auction on a favourable occasion. A statement of lands so reserved for future disposal in each district should be submitted to Government. The statement should show the area and estimated value of the lands in question. Other land in this category should be disposed of as soon as possible according to the following principles:—

(1) If it is now being leased out, it should ordinarily be offered first to the lessee provided he is a good agriculturist and has personally cultivated it continuously for at least two cultivating seasons.

(2) If it is not leased out at present, it should be given preferably to a resident of the village in which it is situated who is likely to make a good cultivator selected by an officer of not lower rank than a Mahalkari. In disposing of the land, preference should be given to members of the poorest agricultural classes in the locality.

The land should be disposed of on the impartible and inalienable tenure. When the circumstances justify such a concession, land may be given out free of occupancy price and if necessary free of assessment for the first few years. When such concessions are not justified, occupancy price should be levied which should usually amount to from twice to five times the assessment. If the grantee so desires, the occupancy price may be recovered with the assessment in arrears in instalments of an amount equal to the assessment without interest. Recovery of the instalments of occupancy price may be postponed until the fourth year of occupancy in cases where the cost of clearing and preparing the land will be relatively heavy and little or no net return is expected during the first years of occupancy.

"6. In giving out waste land the opportunity of providing extra remuneration to inferior village servants who are underremunerated should not be overlooked. Government will be willing to increase the watan holdings of such servants in suitable cases.

"7. The most suitable method of disposal will be for the Collector to issue orders of disposal after the waste land has been inspected in the company of the applicants by an officer not below a Mahalkari in rank. Government desire that Collectors, Prant Officers, Mamlatdars and Mahalkaris should, as far as possible, make a point of inspecting villages in which there are waste lands for disposal with a view to

accelerating the pace of disposal, preventing corrupt practices and guarding against giving out land which should not be given out. Authority is granted to the Collector to make final disposal of land in accordance with these orders. Reports showing the action taken under these orders and indicating the approximate cost to Government of the grant of land at concessionary prices should be submitted by all Collectors. The first report should be for the period ending 31st January 1938 and subsequent reports should be for every six months thereafter.

"8. Government also wish that all Collectors should consider the desirability of recommending for disforestation, with a view to disposal on the same lines, land in their districts which might be more usefully put to cultivation than retained as forest."

III. Land Revenue Settlement Bill

The Council of Ministers has undertaken to bring forward a bill which will place the system of land revenue assessment on a statutory basis.

In March 1924 the Bombay Legislative Council passed a resolution requesting Government to appoint a committee consisting of official and non-official members of the Legislative Council elected by the Legislative Council, with a non-official majority, to consider the question of bringing the process of revising the land revenue assessment under closer regulation by statute, and to report on the nature and form of legislation that should be undertaken. In accordance with this resolution Government appointed the Land Revenue Assessment Committee in 1924 and its report was submitted to Government in October 1926. Government considered the recommendations of the Committee and came to certain conclusions. Government had also taken into consideration the effects of certain settlements that were introduced in 1924-25 to 1927-28. Having considered the recommendations of the L. R. Assessment Committee, and other proposals made on the subject, Government propose to introduce legislation on the lines indicated below, with the object of incorporating new provisions prescribing the principles and procedure of settlement with a view to the assessment of land revenue of agricultural land in this Presidency.

The proposals are thrown in the form of a draft Bill in order that they may be presented as vividly as is possible. This draft bill has not been examined in detail nor are the consequential amendments of the Code which its adoption would require indicated. It must be taken as a preliminary and tentative draft.

Draft Land Revenue Settlement Bill

Clause 1.—*Definitions.*—(*a*) "Settlement" means the results of the operations conducted in a taluka or part of a taluka with a view to determine the assessment of land revenue.

(*b*) "Term of a settlement" means the period during which a settlement is to remain in force.

(*c*) "Group" means all those villages or parts of villages which, in the opinion of the Government are sufficiently homogeneous in respect of the factors enumerated in sub-clause (2) of section 5 to admit of the application to them of a common set of standard rates for the purpose of assessment of land revenue.

(*d*) "Classification value" means the relative valuation of land as recorded in the survey records.

(*e*) "Standard rate" means, with reference to any particular class of land in a group, the normal assessment per acre on land in that class of sixteen annas classification value.

Explanation.—The term "class" refers to any class of land in a group, such as dry-crop, rice, or garden, for which a separate standard rate is sanctioned.

Clause 2.—(*a*) It shall be lawful for the Government to direct a settlement, hereinafter referred to as an original settlement, of the land revenue of any land of which a revenue survey has been directed or deemed to have been directed under section 95.

(*b*) It shall be lawful for the Government to direct at any time a fresh settlement, hereinafter referred to as a revision settlement, of the land revenue of such land: provided that no enhancement of assessment shall take effect till the expiration of the period of the existing settlement.

Clause 3.—The term of a settlement shall be thirty years: provided that the Government may, for reasons to be recorded, fix for any settlement a term which may be less than thirty years:

Provided further that, when in the opinion of the Government, a revision settlement is inexpedient, or when the introduction of the new settlement has, for any cause, been delayed, Government may for reasons to be recorded extend such term for such period as it may think fit.

Clause 4.—Subject to the orders of the Government, it shall be lawful for the Settlement Officer-in-charge of an original or revision settlement to exempt from the settlement any land to which it may not seem expedient that such settlement should be applied.

Clause 5.—(*1*) The assessment for land revenue on all lands in respect of which a settlement has been directed under clause (2) above and which are not wholly exempt from land revenue shall, subject to the limitations contained in the proviso to section 52 (Land Revenue Code) be determined by dividing the area to be settled into groups and prescribing the standard rates to be applied to each group:

Provided that the standard rates so prescribed shall be such that the aggregate assessment on the occupied land in any group shall not exceed 40 per cent of its *annual rental value.*

(*2*) The formation of groups referred to above shall be based on a consideration of the following factors:—

(*i*) physical configuration,

(*ii*) climate and rainfall,

(*iii*) markets,
(*iv*) communications,
(*v*) standard of husbandry,
(*vi*) population and supply of labour,
(*vii*) agricultural resources,
(*viii*) history of the collection of land revenue and of the variations in the area of occupied and cultivated lands during the current settlement,
(*ix*) wages,
(*x*) prices,
(*xi*) yield of the principal crops,
(*xii*) ordinary expenses of cultivating such crops,
(*xiii*) leases of land for the purposes of agriculture whether for cash rents or for a fixed quantity of the produce or for a specified share thereof.
(*xiv*) sales of land used for the purposes of agriculture.

(*3*) The assessment of individual survey numbers and sub-divisions shall be based on their classification value in the manner prescribed in rules.

(*4*) But nothing shall be deemed to prevent the Settlement Officer from determining and registering the proper full assessment on lands wholly exempt from payment of land revenue or on lands specially excepted under clause 4 from settlement, or from dividing all such lands to which the settlement extends into survey numbers.

Clause 6.—In making a settlement the Settlement Officer shall proceed as follows:—

(*1*) He shall make proposals for forming groups.

(*2*) He shall frame an estimate of the annual rental value of all the occupied land in each proposed group provided that in framing such estimates due consideration shall be given to the factors referred to in items (*ix*) to (*xiv*) in clause 5.

(*3*) He shall then propose a set of standard rates for each proposed group on a consideration of the estimates of the annual rental value so framed, provided that the standard rates so prescribed shall not exceed by more than 33 per cent the current standard rates for each class of land in each group.

(*4*) He shall record as regards each class of land in each proposed group the ratio of the assessment of the occupied land in that class, as determined by the standard rate proposed, to its annual rental value.

Clause 7.—The records of items (*ix*) to (*xiv*) mentioned in clause 5 in respect of each taluka shall be compiled and maintained by such officers in such manner and for such periods as the Government may by rule direct.

Clause 8.—If any improvements have been effected during the current settlement in any land by or at the expense of the holders

thereof, the increase in the value of such land due to the said improvements shall not be taken into account in considering items (*xi*) to (*xiv*) mentioned in clause 5 either for the formation of groups or in framing an estimate of the annual rental value referred to above or in determining the revised assessment.

Explanation.—The bringing under cultivation of land hitherto uncultivated and maintenance of land in, or its restoration to, good condition for cultivation are not improvements within the meaning of this section.

Clause 9.—Save in the case of such talukas or parts of talukas as may be excluded from the operation of this section by a notification issued by the Government in this behalf, the assessment shall not be enhanced by an amount greater than that of the percentages prescribed below of the current assessment:—

(*a*) *At a first or second revision.*—Twenty-five per cent for a group or taluka, fifty per cent for a single village, and seventy-five per cent for a survey number.

(*b*) *At every subsequent revision.*—Twenty per cent for a group or taluka, forty per cent for a village, and sixty per cent for a survey number.

Clause 10.—After receiving the settlement report, together with the written statements of objections which will be invited by the Collector, the Government may approve the proposals or make such modifications therein as they may deem fit.

Clause 11.—(*1*) A statement showing the settlement proposals and the modifications, if any, made, together with the settlement report, the written statements of objections, if any, and the recorded opinions of the officers through whom the report has reached the Government both on the proposed settlement and on the written statements of objections, shall be laid before the Legislative Assembly.

(*2*) The Government shall not pass final orders on the settlement proposals until during a session beginning on a date not less than two months after the deposit of such statements, the Legislative Assembly has had an opportunity of discussing the said proposals or until it is known that no resolution regarding them has been included in the agenda of that session.

(*3*) Subject to the observance of the provisions of this clause it shall be lawful for the Government to pass final orders on the settlement proposals and to prescribe the term of the settlement and the date from which it shall take effect.

Clause 12.—Notwithstanding anything contained in the foregoing provisions if there is within the limits of a taluka or part of a taluka in which a settlement is in force, a village or villages not included in such settlement, it shall be lawful for the Government at any time to direct for such village or villages a settlement which shall expire simultaneously with the existing settlement.

Clause 13.—When the levy of the assessment on any land has been sanctioned by the Government under either of the preceding sections

and notice of the same has been given in accordance with rules made in this behalf the settlement shall be deemed to have been introduced with respect to those lands of which the assessments have been sanctioned: and the amounts due according to such assessment shall be levied on all lands included in the settlement.

Clause 14.—(*1*) The Government may make rules for the purpose of carrying into effect these provisions.

(*2*) In particular and without prejudice to the generality of the foregoing power, such rules may provide for—

(*a*) the manner in which the assessment of survey numbers and sub-divisions shall be based on their classification value;

(*b*) the compilation and maintenance of records of items (*ix*) *to* (*xiv*) referred to in clause 5 and prescribing the officers by whom, the manner in which and the periods for which they shall be compiled and maintained;

(*c*) the manner in which the Settlement Officer should make the public inquiry;

(*d*) the form of notice of public inquiry to be held and the manner in which it shall be given;

(*e*) the manner in which the settlement report shall be published;

(*f*) the manner in which and the places at which the notice inviting objections to the settlement proposals shall be published;

(*g*) the manner in which the settlement proposal shall be submitted to Government;

(*h*) the manner in which the settlement of a village or villages should be made;

(*i*) the form of the notice to be given before the introduction of a settlement;

(*3*) The making of rules under this clause shall be subject to the condition of previous publication.

(*4*) The rules so made shall not be finally approved until the Legislative Assembly has had an opportunity of discussing the same.

Tenancy Legislation

The Council of Ministers believes that legislation is urgently called for in order to protect tenants and to secure the better cultivation of land, but in view of the contentious nature of the problem and the many commitments and interests which have to be considered it has been unable, in the short period which has elapsed since it took office, to complete proposals for incorporation in this document.

IV. Interest on tagavi advances

Interest on tagavi advances in this Presidency has for many years past been in the neighbourhood of 8 per cent. The rates now in force are 14 pies in the rupee (7·29 per cent) for advances under the

Agriculturists' Loans Act and 15 pies (7·8 per cent) for advances under the Land Improvement Act. The Council of Ministers, being of opinion that these rates are high, has carefully investigated the basis on which they have been fixed. As a result the Council of Ministers has decided that the rates should be reduced by 2 pies in each case, i. e. to 12 pies in the rupee on advances under the Agriculturists' Loans Act and to 13 pies in the rupee on advances under the Land Improvement Act. It is estimated that these rates are just sufficient to cover Government against loss and will yield them no profit. The Council of Ministers has accepted the principle hitherto followed by Government that tagavi transactions should be just self-supporting.

V. Relief of Indebtedness

The Ministers have decided that, up to the point of conciliation, the Bengal practice should be adopted. They are considering the question whether, after the amount of the debt is thus ascertained through conciliation, it should be taken over by the State, or whether it should be payable in instalments by the debtor himself, or whether the machinery of the Land Mortgage Bank is to be used.

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4. Excise

I. Prohibition

Government propose, if the necessary funds are forthcoming, to issue orders that no liquor shops should be allowed to continue (apart from any exceptions specially made by Government) within 100 yards of a school, hospital or place of worship in the same street. These orders will affect—

		Rs.
128 country liquor shops with a revenue in 1936-37 of...		31,24,202
79 toddy shops	do.	... 11,39,411
45 toddy tree-foot booths	do.	... 1,18,614
38 foreign liquor shops	do.	... 1,30,529
290		... 45,12,756

Of these 290 shops, 147 shops with a revenue of Rs. 23,76,863 are in Bombay City, and 143 shops with a revenue of Rs. 21,35,893 are in the mofussil. The enforcement of this rule will compel the closure of many of the shops as it will be very difficult, particularly in the cities and larger towns, to obtain new sites not open to objection. It is estimated that the probable decrease in Excise revenue for 1938-39 due to this measure will amount to about 26 lakhs.

Government wish to introduce these orders in respect of toddy shops and booths for the toddy year 1937-38 which begins on 1st August 1937 and have with that object in view ordered that toddy shops and booths should on the expiry of their present licenses be offered to their existing licensees at a fixed fee for the three months 1st August 1937 to 31st October 1937. If the legislature approves this measure and provides the necessary funds, orders will be issued to move the shops and booths affected. Shops will then be auctioned for the nine months 1st November 1937 to 31st July 1938. The cost of applying this rule to toddy shops and booths is estimated at Rs. 4·3 lakhs during this financial year and Rs. 6·5 lakhs during the coming toddy year.

The second measure which Government propose to undertake is the creation as an experimental measure of two "Dry Areas" in the Deccan. No excise licenses will after 31st March 1938 be granted in those areas. The areas are—

(1) Newasa and Sheogaon talukas and Pathardi Mahal of the Ahmednagar district,

(2) Shrigonda and Karjat talukas of the Ahmednagar district, Karmala and Malsiras talukas of Sholapur district Indapur taluka of Poona district, and Man Petha of Satara district.

The cost of this measure is estimated to be Rs. 2 lakhs.

Since Government fear that the sudden stopping of the practice of giving opium to children might upset the economy of the agriculturists' homes, Government propose to allow the sale of opium to continue but to reduce the amount which may be lawfully sold at one time within the Dry Areas to one-eighth of a tola. Government do not propose to prohibit the import of excisable articles within the limits of possession allowed by law in these areas as they consider that though such an arrangement might be suitable if prohibition were extended to the whole Presidency, it would, in the case of isolated areas, involve serious interference with individuals.

The staff now engaged in the Dry Areas will devote its attention to preventing the illicit manufacture of excisable articles and their import in excess of the limits allowable by law. Government have under consideration the question whether additional staff will be required in these areas, but do not propose to make any increase in staff which is not absolutely necessary.

The third measure which it is proposed to undertake in furtherance of prohibition is the reduction in the number of shops. Since the total expenditure to be devoted to excise reform is Rs. 30 lakhs in 1938-39, it appears that after allowing Rs. 26 lakhs for the enforcement of the 100 yards rule and Rs. 2 lakhs for the experimental creation of the Dry Areas, Rs. 2 lakhs will be available for closure of shops.

Government propose in the first instance, if the necessary funds are provided, to close with effect from 1st November 1937 about 232 toddy shops and 122 toddy booths and so to bring the number of shops of these classes to the number at which they stood in 1928-29.

It is estimated that the enforcement of the 100 yards rule will result in the closure of 40 toddy shops and 27 toddy booths, owing to the difficulty of finding alternative sites. Three toddy shops and one booth will be closed in the Dry Areas. The cost of closing these shops has already been taken into account. The cost of closing the balance of 189 toddy shops and 94 tree-foot booths is estimated to be Rs. 1 lakh.

This will leave, if the estimates do not have to be revised before the budget of 1938-39 is framed, Rs. 1 lakh to be devoted to the closure of liquor shops in 1938-39.

II. Prevention of the sale of stale and adulterated Toddy

The Ministerial programme contains a promise that every effort will be made to suppress the sale of poisonous toddy. Opinions may differ on the value of toddy as food or drink. But it is the conviction of those who drink fresh toddy that it is as good a food as any other. Even those who are advocates of fresh toddy, however, are very strongly against adulterated toddy, and there is a widespread belief that too often what is sold as toddy contains deleterious ingredients. The Ministers are very anxious that Government should be free even

from the breath of suspicion of tolerating the sale of poisonous toddy and have decided on the following measures:—

Toddy shops and booths will be subjected to more intensive inspection, more samples will be taken and submitted to chemical analysis and, when adulteration is found to have taken place, recourse will be had to prosecutions, fines, the cancelling of licenses and blacklisting of offenders.

Excise officers will be empowered to order the destruction of any toddy which appears to them to be unsuitable for human consumption.

Toddy is at present sometimes brought from such long distances to the shops that it cannot reach the consumer in a fit state for consumption. Present arrangements will be scrutinised and permission for transport will be restricted to cases where the facilities for transport are sufficiently good to enable the toddy to reach its destination in good condition.

Government believe that one method of encouraging the production of good toddy will be to facilitate the tapping of more trees by the reduction of tree-tax, and they propose to issue early orders on this matter. Domestic consumption licenses are now issued whenever they are applied for by suitable persons. Government consider that it is desirable to extend the grant of such licenses through the Presidency, and are considering whether the reduction of fee for these licenses would be a suitable method of achieving that object. They will issue orders on this matter also as early as they can.

5. Forest Concessions

The Council of Ministers has announced its determination to do all in its power to improve the economic condition of forest villages. It has considered with care the report of the Forest Grievances Committee on whose many recommendations it will shortly issue detailed orders. It has also subjected the existing privilege codes to close examination with a view to seeing what privileges could be liberalised and what privileges extended to new areas without detriment to forest conservation.

The Council of Ministres is impressed with the liberality of the existing codes and considers that many complaints are due to ignorance of what is already conceded. It has taken measures to make forest privileges more widely known.

The principal demand from the forest villages is for a reduction of grazing fees. A similar demand is made by the inhabitants of non-forest villages who use forest grazing. Grazing fees are already light and serve a useful purpose in the control of grazing. A new impulse for the improvement of grazing has recently been provided of which the Council of Ministers proposes to take full advantage. Improvement of grazing costs money. While the improvement of grazing is more important than a reduction in its cost, the Council of Ministers has decided, in deference to the widespread public demand, to reduce the forest grazing fees for village horned cattle of forest and non-forest villages throughout the Presidency by one-half. The cost of this reduction is estimated at about Rs. 2 lakhs a year. This concession will apply to the grazing fees which fall due for collection during the present monsoon. The present very low rate of fee of 2 annas a head for forest villages in Kanara has been in existence since 1890, but Government consider that special regard should be paid to the depressed condition of that district. In most other districts the fees were enhanced in 1922 and 1928 and in view of the heavy slump in agricultural prices which has occurred since then the Council of Ministers considers that the proposed reduction is fully justified.

The Council of Ministers does not propose to make any reduction in the fees charged to professional graziers or the fees for sheep and goats.

Apart from this matter of grazing fees, the complaints brought to the notice of the Forest Grievances Committee mainly concern administrative measures of a more or less detailed nature and local interest, on which orders will soon issue. For instance, Government have decided to increase from a quarter to half a mile the distance from village sites in which no fresh forest plantations will be made. They have also decided that with the permission of the Divisional Forest Officer in individual cases the undergrowth in *kans* may be cleared up to a distance of 100 yards from village sites.

The concession given to inhabitants of forest villages in one or two districts of removing stones and earth free from places approved by Divisional Forest Officers for the gatherer's own domestic or agricultural use is being extended to forest villages throughout the whole

Presidency. At present removal of forest produce under the Privilege Code is restricted to an amount which an individual can carry away himself. Government have decided that carts may be used to remove earth and stone throughout the Presidency and also thorns where the privilege of free removal of thorns has been given. The use of carts must be restricted to recognised tracks, and carts cannot be allowed for the removal of small wood under privilege as this would lead to loss of privilege to poorer agriculturists who do not possess carts.

As regards extending the use of forest materials for manure, Government have decided that the occupants of rice lands in the above-ghat talukas of Kanara should be allowed to remove leaves (soppu) from all minor forests on the same conditions as are applicable to that privilege in the below-ghat talukas of the district. Government have also decided that the privilege of taking dry leaves and grass for manure or other agricultural purposes from any open forests other than *kans* should be extended to all agriculturists of forest villages in the Belgaum, Dharwar and Bijapur districts.

6. Medical and Public Health Problems

I. Village Medical Relief

For several years past there has been an insistent demand from the public of this Presidency for the extension of medical relief to rural areas. The district local boards in this Presidency, on whom the obligation of making provision for medical relief in the areas subject to their control has been imposed by statute, have, however, been unable to meet this demand adequately for want of funds. The Ministers have now decided as an important item of their programme to open, entirely at Government cost, 199 new dispensaries in those places which are not within easy reach of the existing hospitals and dispensaries and where the need for new dispensaries is most felt. A provisional list of the places at which it is proposed to open the 199 new dispensaries is appended.

The dispensaries will be accommodated in hired buildings. The details of the cost of maintenance of each dispensary during the first year and the annual average cost are shown below:—

	Cost during the first year.	Annual average cost.
Recurring		
	Rs.	Rs.
1 S. M. S. Officer on Rs. 50 p. m. for first two years and then on a scale of Rs. 60-5-170 ...	600	1,344
1 Compounder on Rs. 25-5/2-70 ...	300	612
1 Chowkidar on Rs. 12 p. m. ...	144	144
1 Sweeper on Rs. 10 p. m. ...	120	120
Medicine ...	430	480
Miscellaneous expenditure ...	250	250
Rent for dispensary and for quarters for staff ...	360	360
Total ...	2,204	3,260
Non-recurring		
Furniture and equipment for each dispensary ...		1,000

The total recurring cost of maintaining the 199 new dispensaries during the first year will be Rs. (2,204 × 199 =) 4,38,596, and the non-recurring cost Rs. (1,000 × 199 =) 1,99,000. The total annual average cost of maintaining the dispensaries will be Rs. 6,48,740.

Villages where it is proposed to open new dispensaries

AHMEDABAD DISTRICT

Village	*Taluka*	*Village*	*Taluka*
1. Dehmai	... Modasa Mahal.	7. Bagodara	.. Dholka.
2. Walad	... North Daskroi.	8. Vataman	... Dholka.
3. Kuha	... South Daskroi.	9. Khas	... Dhandhuka.
4. Chor-Vadodara	... Sanand.	10. Vasana Nanodara	... Dholka.
5. Jehjra	... Viramgaon.	11. Harsol	... Prantij.
6. Vithalpur	... Viramgaon.		

KAIRA DISTRICT

Village	*Taluka*	*Village*	*Taluka*
1. Vasad	... Anand.	5. Bhalada	... Matar.
2. Kunjarao	... Anand.	6. Sankhej	... Mehmadabad.
3. Anklav	... Borsad.	7. Chaklashi	... Nadiad.
4. Chhipdi	... Kapadvanj.	8. Menpura	... Thasra.

BROACH AND PANCHMAHALS DISTRICT

1. Bhadbut	... Broach.	7. Vejalpore	... Kalol.
2. Katpore	... Ankleshwar.	8. Jesawada	... Dohad.
3. Gajera	... Jambusar.	9. Pethapur	... Jalod.
4. Sarbhou	... Vagra.	10. Rameshwara	... Halol.
5. Ikhar	... Vagra.	11. Shivrajpur	... Halol.
6. Shehera	... Godhra.	12. Garbada	... Dohad.

SURAT DISTRICT

1. Metwad	... Jalalpore.	5. Bodhan	... Mandvi.
2. Salej	... Jalalpore.	6. Kim	... Olpad.
3. Rankuwa	... Chikhli.	7. Madhi	... Bardoli.
4. Dandiwalla	... Bulsar (including Pardi).	8. Buhari	... Valod Mahal.

THANA AND BOMBAY SUBURBAN DISTRICT

1. Udva	.... Umbargaon.	7. Belapur	... Thana.
2. Kasa	... Dahanu.	8. Vaishikra	... Murbad.
3. Manor	... Palghar.	9. Shenva	... Shahapur.
4. Saivan	... Bassein.	10. Kudus	... Vada.
5. Agashi	... Bassein.	11. Khudalla	... Mokhada.
6. Dugad	... Bhivandi.		

AHMEDNAGAR DISTRICT

1. Rajur	... Akola.	7. Takli Dokeshwar	... Parner.
2. Kharda	... Jamkhed.	8. Kolgaon	... Shevgaon.
3. Talegaon	... Sangamner.	9. Rashin	... Karjat.
4. Panodi	... Sangamner.	10. Kharwadi	... Pathardi.
5. Taharabad	... Rahuri.	11. Jeur	... Ahmednagar.
6. Belapur	.. Rahuri.	12. Kukana	... Newasa.

EAST KHANDESH DISTRICT

1. Nashirabad	... Jalgaon.	8. Patouda	... Amalner.
2. Shendurni	... Jamner.	9. Bahadarpur	... Parola.
3. Varangaon	... Bhusaval.	10. Nagardeola	... Pachora.
4. Kurhe	... Edlabad.	11. Gudhe	... Bhadgaon.
5. Waghode	... Raver.	12. Mehunbare	... Chalisgaon.
6. Kingaon	... Yawal.	13. Kasoda	... Erandol.
7. Adawad	... Chopda.		

WEST KHANDESH DISTRICT

1. Visarwadi	... Nawapur.	7. Prakasha	... Shahada.
2. Nizampur	... Sakri.	8. Sarangkheda	... Shahada.
3. Ranala	... Nandurbar.	9. Sangvi	... Shirpur.
4. Piplod	... Nandurbar.	10. Shirad	... Dhulia.
5. Dhanora	... Nandurbar.	11. Ner	... Dhulia.
6. Dhondaicha	... Sinkheda.		

NASIK DISTRICT

1. Girnare	... Nasik.	7. Dubere	... Sinnar.
2. Kanashi	... Kalvan.	8. Mukhed	... Yeola.
3. Abhone	... Kalvan.	9. Vehelgaon	... Nandgaon.
4. Dangsoundana	... Baglan.	10. Vadner	... Malegaon.
5. Umrale	... Dindori.	11. Saikheda	... Niphad.
6. Kavnai	... Igatpuri.	12. Devargaon	... Chandor.

POONA DISTRICT

Village	Taluka	Village	Taluka
1. Otur	... Junnar.	7. Nira	... Purandhar.
2. Ambegaon	... Ambegaon Peta.	8. Supa	... Bhimthadi.
3. Vade	... Khed.	9. Lasurna	... Indapur.
4. Ambavane	... Mulshi Peta.	10. Yewat	... Dhond Peta.
5. Khed-Shivapur	... Haveli.	11. Khadkala	... Mawal.
6. Kavthe	... Sirur Peta.		

SATARA DISTRICT

1. Mayani	... Khatau.	7. Bamnoli Kudal	... Jaoli.
2. Kadegaon	... Khanapur.	8. Mandrul Haveli	... Patan.
3. Helwak	... Patan	9. Yellur	... Walwa.
4. Umbraj	... Karad.	10. Bilashi	... Shirala.
5. Borgaon	... Satara.	11. Bhilawadi	... Tasgaon.
6. Koregaon	... Koregaon.		

SHOLAPUR DISTRICT

1. Valsang	... Sholapur.	5. Rajuri	... Karmala.
2. Korool	... Madha.	6. Varkuta	... Karmala.
3. Pangaon	... Barsi.	7. Hatid	... Sangola.
4. Agalgaon	... Barsi.		

BELGAUM DISTRICT

1. Kini	... Belgaum.	6. Yargatti	... Saundatti.
2. Tudaye	... Belgaum.	7. Belwadi	... Bailhongal.
3. Daddi	... Hukeri.	8. Here	... Chandgad.
4. Bhoj	... Chikodi.	9. Satti	... Athni.
5. Modalgi	... Gokak.	10. Kankumli	... Khanapur.

BIJAPUR DISTRICT

1. Bableshwar	... Bijapur.	6. Kaladgi	... Bagalkot.
2. Chadchan	... Indi.	7. Galgali	... Bilgri Petha.
3. Almol	... Sindgi.	8. Nalatwad	... Muddebihal.
4. Ukkli	... Bagewadi.	9. Karadi	... Hungund.
5. Nidgundi	... Bagewadi.	10. Kerur	... Badami.

DHARWAR DISTRICT

1. Alnawar	... Dharwar.	8. Mishrikoti	... Kalghatgi.
2. Garag	... Dharwar.	9. Ratti Halli	... Hirekerur.
3. Byahatti	... Hubli.	10. Havsa-Bhavi	... Hirekerur.
4. Annigeri	... Navalgund.	11. Guttal	... Havori.
5. Mulgund	... Gadag.	12. Kuppelur	... Ranebennur.
6. Tudas	... Shiggaon.	13. Konnur	... Nargund Petha.
7. Tilavalli	... Hanagal.		

KARWAR DISTRICT

1. Halga	... Karwar.	9. Hulekal	... Sirsi.
2. Kymbharwada	... Supa Petha.	10. Banavasi	... Sirur.
3. Sunksal	... Ankola.	11. Manjaguni	... Sirur.
4. Santagal	... Kumta.	12. Malgi	... Mundgod Petha
5. Herangadi	... Honavar.	13. Hongaddle	... Yellapur.
6. Manki	... Honavar.	14. Nandolli	... Yellapur.
7. Herur	... Siddapur.	15. Murkawad	... Haliyal.
8. Kyadagi	... Siddapur.		

KOLABA DISTRICT

1. Neral	... Karjat	6. Indapur	... Mangaon.
2. Sugwe	... Karjat.	7. Wawoshi	... Pen.
3. Telange	... Mahad.	8. Apte	... Panvel.
4. Poladpur	... Mahad.	9. Koklan	... Roha.
5. Goregaon	... Mangaon.	10. Hasl irare	... Alibag.

RATNAGIRI DISTRICT

1. Mandangad	... Mandangad.	8. Satawali	... Rajapur.
2. Bankot	... Mandangad.	9. Amboli	... Khed.
3. Harnai	... Dapoli.	10. Kadwai	... Sangmeshwar.
4. Dabhol	... Dapoli.	11. Shiposhi	... Sangmeshwar.
5. Guhagar	... Guhagar.	12. Ramgad	... Malwan.
6. Vijayadurg	... Deogad.	13. Jaigad	... Ratnagiri.
7. Phonda	... Deogad.	14. Kutre	... Chiplun.

II. Improvement of Public Health in Rural Areas

Under section 50 (*e*) of the Bombay Local Boards Act, 1923, the making of an adequate provision for "measures necessary for the public health" is one of the obligatory duties of a District Local Board; but for financial and other reasons, the District Local Boards in this Presidency have not so far been able to meet this obligation adequately. It has, therefore, been the policy of Government to supplement the expenditure incurred by local boards on this account by means of grants-in-aid towards the salaries of Health Officers appointed with the approval of Government [*vide* section 119 (2) of the Bombay Local Boards Act], grants-in-aid towards expenditure on measures for the prevention of epidemics like plague and cholera, grants-in-aid for Village Sanitary Committees, etc. From experience, however, it is found that the District Local Boards do not take sufficient advantage of the facilities offered by Government for the improvement of public health in their areas. For instance, out of twenty district local boards, only two have so far appointed Health Officers under the grant-in-aid scheme. It, therefore, appears that if substantial improvement in this direction is to be achieved a comprehensive programme of public health measures suitable for rural areas should be drawn up and more money should be spent both by the district local boards and Government on the prosecution of such a programme.

2. It is accordingly proposed by the Council of Ministers to allot annually a sum of Rs. 3½ lakhs for the improvement of public health in rural areas and the Director of Public Health has prepared a tentative scheme for the utilisation of this amount. This scheme consists among other items of proposals for (*i*) the appointment of Health Officers, Health Visitors and Sanitary Inspectors in Districts, (*ii*) an intensive campaign for the eradication of malaria and (*iii*) grants to voluntary associations for the improvement of village maternity service. The Council of Ministers has not had, however, sufficient time to examine this scheme in detail or to consult the local boards in the matter. Such examination and consultation are essential before definite proposals can be formulated for the expenditure of the amount proposed to be allotted, to the best advantage.

3. It is, therefore, proposed (subject to funds being available) to make an annual lump provision of Rs. 3,50,000 for (*i*) the appointment of Health Officers in districts, which do not have them at present, (*ii*) the control of malaria, (*iii*) village maternity service, (*iv*) other health measures that may be considered to be urgently necessary, and (*v*) grants to local bodies and associations for public health schemes approved by Government, on the understanding that details regarding the conditions, etc., subject to which expenditure will be actually incurred on these items, will be settled later.

III. Village Water Supply

Under section 50 of the Bombay Local Boards Act, 1923, the making of an adequate provision for water supply is one of the obligatory duties of each district local board. As the district local boards have not so far been able to meet this obligation adequately owing to lack of funds it has been the policy of Government to

supplement the expenditure incurred by local boards for village water supply by grants-in-aid. The principles followed in making these grants are laid down in G. R. No. S. 92, dated the 29th July 1930, according to which Government may pay to a district local board a subsidy equal to $\frac{2}{3}$rds of the total cost of a water supply work, provided the remaining $\frac{1}{3}$rd is met by the local board and villagers combined. It has not, however, been possible hitherto to pay these grants-in-aid in respect of every water supply work started by a board as the funds allotted every year by Government to the Commissioners for this purpose were not sufficient to meet all demands. Owing to financial stringency, the provision for grants-in-aid to district local boards on this account had to be considerably reduced from year to year. Thus the total grant for the Presidency (including Sind) which amounted to Rs. 5 lakhs in 1926-27 had to be reduced to Rs. 1 lakh only, during each of the 5 years 1931-32 to 1935-36.

2. The first need in respect of the improvement of village water supply is, therefore, the provision of additional funds. Such increased provision will by no means put an end to complaints regarding deficient or unpotable water supply. There are certain villages in which, owing to the nature of the sub-soil, it is useless to dig new wells or to deepen existing ones because either no water in sufficient quantities is available, or where available, it is brackish and therefore non-potable. The provision of additional funds would nevertheless go a long way towards alleviating the difficulties experienced at present by villagers particularly in the precarious tracts where an insufficient rainfall usually creates a water famine. The extra money could be utilised not only for the digging of new wells or the deepening of existing wells where a potable water supply is assured, but also for the excavation of and the clearance of silt from, tanks in villages like those situated in the Bhal tract of the Ahmedabad District.

3. It is accordingly proposed to make an additional annual provision of Rs. 5 lakhs during the next ten years for the improvement of village water supply in the whole of the Presidency. Subject to funds being available, a provision of Rs. 2½ lakhs will be made for the six months of the current year and the necessary sums will be allotted to the three Divisions for the construction of new works (i.e., wells, tanks, bandhs for nalas, etc.), especially in the case of those villages numbering about 1,400 where water is at present available only at a great distance or is not available at all.

4. In the year 1926, the Commissioners of Divisions were requested to prepare programmes for village water supply works extending over a period of five years for all tracts whether precarious or not. There was to be an "A" programme for tracts in which a deficiency of rain would normally create a water famine and a "B" programme for other areas not liable to famine. These programmes were accordingly prepared and submitted to Government but no action was taken on them as they were found to be very ambitious, the estimated cost for the Presidency amounting to about Rs. 45 lakhs for five years or 9 lakhs per year.

The Commissioners were recently requested to revise suitably these quinquennial programmes prepared in 1926 so as to make them up to date. Each Commissioner was also told that the revised programme for his Division should give a full list of works, the order of

urgency in which these works should be executed during each of the next three years, and the estimated cost of each work or group of works.

The Commissioners have submitted revised programmes accordingly but owing to the shortness of time at their disposal they have not been able to scrutinise carefully all the estimates framed by the local boards concerned. The Commissioner, N. D., has submitted programmes for the three years 1937-38 to 1939-40, while the Commissioners, C. D. and S. D., have submitted programmes for the three years 1938-39 to 1940-41. As it is proposed to make a provision, on this account, of Rs. 2½ lakhs for the six months of the current year also, the programmes submitted by the Commissioners have been treated as programmes for the three years 1937-38 to 1939-40.

5. The accompanying tables show the total number and cost of works proposed to be undertaken in each of the districts of the three Divisions during the three years 1937-38 to 1939-40.

The total cost of all the works in the Presidency, as reported by the Commissioners, and the proposed Government grant-in-aid in each of the three years will be as follows:—

Year.	Total cost (in thousands of Rs.)	Government grant-in-aid (in thousands of Rs.)
1937-38 ...	741	250
1938-39 ...	716	500
1939-40 ...	719	500

As the provision in the current year will be for six months only, the total cost of the works to be undertaken during the current year will be half of what has been reported by the Commissioners. The cost of works, during the current year, will, therefore, come to Rs. 3,70,000 only.

6. In submitting the revised programme for his Division, the Commissioner, C. D., has stated that it is unlikely that most of the Boards will be prepared to pay their share of the cost on the existing basis. The Commissioner, S. D., has also stated that two of the boards will not be in a position to bear their share of the cost and that it is not clear whether the other boards in his Division will be able to contribute their share of the cost *during the current year*. As the budgets of all the Boards for the year 1937-38 have already been finally settled it will not be feasible for them to make alterations now so as to provide for their share of the additional cost during the current year on account of village water supply.

As a special case, therefore, Government propose that the cost on account of the works that will be carried out during the six months of the current year should be treated as cost incurred on a *special village water supply service* to be financed wholly by Government without any contributions from the district local boards or villagers. The question whether grants-in-aid to be paid to the district local boards in *future* years should be on the existing basis or not will be considered by Government later. The provision of Rs. 2,50,000 for the six months of the current year is proposed to be distributed among the three Divisions, as follows:—

Northern Division	...	Rs. 1,13,000
Central Division	...	Rs. 59,000
Southern Division	...	Rs. 78,000

Statement showing the Number and Total Estimated Cost of Village Water Supply Works proposed to be undertaken in each District, in the year 1937-38

Division.	District.	Number of works proposed to be undertaken.	Total estimated cost of works proposed to be undertaken.
Northern Division.	Ahmedabad ...	61	1,09,877
	Kaira ...	52	61,238
	Surat ...	41	21,355
	Thana ...	96	1,11,847
	B. S. District ...	5	6,300
	Broach ...	18	17,502
	Panch Mahals ...	40	35,249
	Total for the Northern Division ...	313	3,63,368
Central Division.	Ahmednagar ...	66	27,084
	West Khandesh ...	10	18,111
	Nasik ...	53	12,419
	Poona ...	68	22,618
	Satara ...	36	36,940
	Sholapur ...	23	20,952
	East Khandesh ...	Not known.	25,000
	Total for the Central Division ...	256	1,63,124
Southern Division.	Belgaum ...	Not known.	61,500
	Bijapur ...	18	38,797
	Dharwar ...	42	42,600
	Kanara ...	25	7,975
	Kolaba ...	41	38,300
	Ratnagiri ...	45	25,852
	Total for the Southern Division ...	171	2,15,024
	Total for the Presidency ...	740	7,41,516

Statement showing the Number and Total Estimated Cost of Village Water Supply Works proposed to be undertaken in each District, in the year 1938-39

Division.	District.	Number of works proposed to be undertaken.	Total estimated cost of works proposed to be undertaken.
Northern Division.	Ahmedabad ...	51	1,12,466
	Kaira ...	51	53,600
	Surat ...	43	19,845
	Thana ...	110	1,05,700
	B. S. District ...	7	5,000
	Broach ...	18	16,671
	Panch Mahals ...	38	35,680
	Total for the Northern Division ...	318	3,48,962
Central Division.	Ahmednagar ...	60	24,095
	West Khandesh ...	18	23,700
	Nasik ...	59	11,215
	Poona ...	80	11,112
	Satara ...	Not known	25,000
	East Khandesh ...	"	25,000
	Sholapur ...	27	23,991
	Total for the Central Division ...	244	1,44,113
Southern Division.	Belgaum ...	46	62,500
	Bijapur ...	18	53,230
	Dharwar ...	37	38,200
	Kanara ...	17	7,092
	Kolaba ...	62	36,900
	Ratnagiri ...	50	24,974
	Total for the Southern Division ...	230	2,22,896
	Total for the Presidency ...	792	7,15,971

Statement showing the Number and Total Estimated Cost of Village Water Supply Works proposed to be undertaken in each District, in the year 1939-40

Division.	District.	Number of works proposed to be undertaken.	Total estimated cost of works proposed to be undertaken.
Northern Division.	Ahmedabad ...	57	1,11,048
	Kaira ...	46	72,500
	Surat ...	47	25,982
	Thana ...	104	96,942
	B. S. District ...	7	5,400
	Broach ...	16	7,930
	Panch Mahals ...	38	34,480
	Total for the Northern Division ...	315	3,54,282
Central Division.	Ahmednagar ...	68	31,514
	West Khandesh ...	30	14,850
	Nasik ...	67	11,285
	Poona ...	77	9,889
	Satara ...	Not known.	25,000
	Sholapur ...	38	35,318
	East Khandesh ...	Not known.	25,000
	Total for the Central Division ...	275	1,52,806
Southern Division.	Belgaum ...	12	72,500
	Bijapur ...	16	33,355
	Dharwar ...	36	37,900
	Kanara ...	24	7,025
	Kolaba ...	52	38,800
	Ratnagiri ...	53	23,198
	Total for the Southern Division ...	193	2,12,273
	Total for the Presidency ...	783	7,19,361

7. Irrigation

The Ministerial programme visualises the extension and improvement of irrigation. The Council of Ministers is not at present thinking of big irrigation schemes, although such schemes are not altogether out of its purview in the near future as occasion arises. It will be remembered that some years ago Government appointed a Special Engineer, Minor Irrigation Works, Mr. C. O. Lowsley, to investigate the whole problem of minor irrigation works throughout the Presidency. His report which was completed in 1930 is comprehensive in its grasp of the problem in all its aspects. In all Mr. Lowsley received 1,769 proposals, of which he rejected 296 and prepared projects in respect of 739. When the work was closed down in 1930, 99 projects estimated to cost over Rs. 87 lakhs had been submitted to Government for approval. Of these 53 projects estimated to cost Rs. 21 lakhs had been administratively approved, 37 projects valued at Rs. 17 lakhs had been technically sanctioned, while 12 works costing Rs. 1¾ lakhs had been completed, and 26 works costing over Rs. 6½ lakhs were in progress. In addition 8 projects estimated at Rs. 3 lakhs, which were surveyed and prepared in rough, were handed over to the Executive Engineers concerned for further disposal. The average direct return on the sanctioned projects was estimated at 3·9 per cent, a satisfactory figure in view of the fact that the works were situated in precarious districts. Since 1930 several of these works have been completed under the direction of the regular P. W. D. establishment and the present position is that minor irrigation works of the following aggregate value have been completed out of those investigated by Mr. Lowsley:—

Northern Division	...	Rs. 1,80,000
Central Division	...	,, 9,20,000
Southern Division	....	,, 35,000

Government were greatly impressed with the value and importance of the projects prepared by Mr. Lowsley, having regard to their bearing on the welfare of the great mass of the peasantry in this Presidency. Unfortunately soon after this work began, the acute world depression set in and continued with such intensity that Government felt compelled to suspend all further activity on account of financial stringency. But the importance of Mr. Lowsley's investigations has not been in the least impaired and it is important that the work should be resumed. There are now welcome signs of economic improvement, and the Council of Ministers therefore considers that the time has arrived for the resumption of these activities. It must, however, be remembered that in addition to Mr. Lowsley's schemes, there are many hundreds of such works which have been in existence from pre-British times. Many of these are in dilapidated condition and require substantial repairs to become serviceable again. But the undertaking of the repairs of existing tanks and bandharas and at the same time initiating new works is a colossal task which will require an annual expenditure of several lakhs of rupees spread over a number of years. It is a matter requiring regular and consistent consideration and expenditure. The Council of Ministers considers that in

view of the vital importance of these small works to the rural economy of the country, the task must be undertaken at once and proceeded with as rapidly as funds can be made available.

The Council of Ministers has already arranged for two or three of Mr. Lowsley's works to be taken up to relieve the scarcity in Ahmednagar, Bijapur, etc. It has included in its programme of expenditure Rs. 3 lakhs for this purpose in 1938-39 and Rs. 5 lakhs a year thereafter.

The Council of Ministers wishes to emphasise once more the great importance of this part of the Ministerial programme and to invite the pointed attention of the legislature to its utility. The precarious nature of the monsoon in several parts of the Presidency, the acute shortage of water supply in the countryside, and the diseases resulting from insufficiency and impurity of water supply are too well known to require repetition here. Finally, taking into consideration the fact that the economic wellbeing of the masses is hampered to a great extent on account of periodical recurrence of scarcity and famine, the Council of Ministers is convinced that the early beginning and prompt completion of this scheme is of the first importance. In this beneficent task the Council of Ministers invites the co-operation of all parties in the legislature.

8. Road Development

With a view to accelerating road development in this Presidency on balanced lines Government have appointed with effect from 30th April 1937 for one year, in the first instance, a Special Officer of the status of a Superintending Engineer to prepare a programme of road development works including feeder roads. The duties entrusted to this officer are generally as shown below:—

(1) General duties as Secretary to the Provincial Board of Communications and its Sub-Committees.

(2) To prepare and maintain revised priority lists for roads under three categories:—

(*a*) Feeder roads (*b*) Roads competitive with Railways (*c*) Other roads	One list for each Commissioner's Division.

(3) To prepare a balanced programme of works under the above three categories for a period of, say, 7 years. (This will involve the convening of meetings of the Divisional Committees and Board of Communications and consultation with Railway Administrations, the Agricultural Department and interested bodies in order to ensure that the opinions of all concerned have been ascertained before the final programme is fixed.)

(4) To act as technical adviser to Government with regard to the technical side of road projects.

(5) To initiate experiments and compile statistics regarding them and to keep in touch with modern methods of road maintenance and construction in all parts of the world.

(6) To train Public Works Department staff in modern methods of road construction and maintenance.

(7) To compile and analyse data—technical, economic and financial—as regards road maintenance and to investigate and revise, if necessary, the distribution of maintenance grants among the different Circles.

(8) To compile and study statistics in connection with road traffic and consider legislation in connection with the improvement of the bullock cart with the object of reducing the cost of road maintenance.

(9) To act as a liaison officer between the Public Works Department and all other Departments including District Local Boards to ensure co-operation and co-ordination regarding road development.

(10) To advise District Local Boards in connection with road projects.

(11) To initiate improved methods of modern construction and maintenance of District Local Board roads.

(12) To attend meetings of Divisional Committee Boards as adviser.

The cost of the Special Officer and his staff for one year is estimated at Rs. 32,500 as shown below and is being met, with the approval of the Government of India, from Petrol Tax funds:—

		Rs.
(*a*) *Pay of Officers*—		
1 Superintending Engineer at Rs. 1,750 p. m. + £ 13-6-8 O. S. P.	...	23,136
1 Assistant Engineer at Rs. 300 p. m.	...	3,600
(*b*) *Pay of Establishment*—		
1 Typist Clerk at Rs. 100 p. m.	...	1,200
2 Peons at Rs. 19 p. m. each	...	456
(*c*) Travelling allowance, etc.	...	4,108
Total	...	32,500

Finances available for Road Works

The following sources are available for financing road works:—

(*a*) Loan funds,

(*b*) Grants from current provincial revenues,

(*c*) Petrol tax receipts,

(*d*) Surplus receipts under section 9 (4) of the Bombay Motor Vehicles Tax Act.

Loan Funds.—The following figures show the expenditure on original communication works in this Presidency financed from loan funds:—

1932-33	...	Rs. 1,36,000
1933-34	...	„ 65,000
1934-35	...	„ 2,500
1935-36	...	„ 4,500
1936-37	...	„ 2,500
1937-38	...	„ 3,000

It will be observed that the expenditure, particularly in recent years, has been negligible. The reason for this has been that under the orders of the Government of India issued under the Devolution Rules no road schemes costing less than 5 lakhs of rupees could be financed from borrowed money. The question whether money should be borrowed in future, and if so to what extent, for financing road works will be considered after the Special Officer has completed his investigation.

Grants from current Provincial Revenues.—The following figures show the grants made from provincial revenues for the construction and maintenance of roads in this Presidency :—

Year.	Construction.	Maintenance.
	Rs.	Rs.
1932-33	2,04,000	25,21,000
1933-34	1,48,000	25,29,000
1934-35	1,67,000	25,76,000
1935 36	1,34,000	25,99,000
1936-37	1,91,000	27,99,000
1937-38	11,23,000*	27,99,000

* Including Rs. 9,05,000 for scarcity works.

It will be observed that most of the money has been used for maintenance. There seems little probability that provincial revenues will be able to contribute substantially more than in the past for financing road works.

Petrol Tax Receipts.—By far the most important source for financing road construction in the past few years has been the grant made by the Government of India from Petrol Tax receipts. The following table shows the receipts and expenditure on this account since 1930-31. It is considered that this will be the principal source available for road construction in the next few years.

Statement of Account of Petrol Tax Receipts and Expenditure from the year 1930-31 to 1937-38

Year.	Opening balance.	Receipts during the year.	Expenditure during the year.	Balance at the end of the year.	Remarks.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	
1930-31 ...	...	25,60,000	3,00,076	22,59,924	* This includes Rs. 16,00,000 temporarily diverted to repairs.
1931-32 ...	22,59,924	11,60,458	28,17,613*	6,02,769	
1932-33 ...	6,02,769	20,86,880	15,72,290	11,17,359	
1933-34 ...	11,17,359	17,46,335	11,74,602	16,89,092	† These include Rs. 8,00,000 repaid to the Road Development Account.
1934-35 ...	16,89,092	27,94,469†	11,39,047	33,44,514	
1935-36 ...	33,44,514	30,63,710†	14,30,898	49,77,326‡	
1936-37 ...	41,61,562	19,36,000	20,01,000	40,96,562	‡ Bombay ... Rs. 41,61,562
1937-38 ...	40,96,562	10,60,000	50,17,000	1,39,562	Sind ... Rs. 8,15,764
					Rs. 49,77,326

Note.—The figures of receipts and expenditure up to 1935-36 include those for Sind also, while the figures for 1936-37 and 1937-38 are for New Bombay only.

Surplus Receipts under the Bombay Motor Vehicles Tax Act.— Sub-section (4) of section 9 of the Bombay Motor Vehicles Tax Act, 1935, provides that, if in any year the net proceeds of the tax exceed the sum of Rs. 26,57,000 the excess amount, after satisfying the requirements, if any, of sub-section (3), shall be entered in a separate account and shall be expended in such manner as the Local Government may determine solely on the construction, improvement and maintenance of new and existing roads including roads vesting in, belonging to, or managed by, any local authority. The separate fund thus constituted is termed the Provincial Road Fund. The surplus receipts of the year 1936-37 were estimated at Rs. 4,73,000 and have been allotted by Government as under:—

	Rs.
General Department (for local bodies' roads) ...	79,000
Public Works Department (for provincial roads) ...	3,94,000
	4,73,000

Out of the amount of Rs. 3,94,000 allotted to the Public Works Department, a grant of Rs. 3,00,000, as detailed below, is being placed at the disposal of the Superintending Engineers for maintenance of provincial roads in the current year:—

	Rs.
Northern Circle ...	80,000
Central Circle ...	1,10,000
Deccan Irrigation Circle ...	30,000
Southern Circle ...	80,000
	3,00,000

This amount is in addition to the budget provision for repairs to roads made in the current year. The balance of Rs. 94,000 has been kept in reserve with the Public Works Department for financing items of extra tools and plant urgently required for repair works and for financing surveys for road projects.

The surplus available for transfer to the Provincial Road Fund during the current year is estimated at Rs. 5,33,000.

9. Industries

Development of Industries

The Council of Ministers proposes to spend a recurring sum of Rs. 3¾ lakhs annually on industrial development. The Director of Industries was asked to submit detailed schemes to be financed from this amount and he submitted fifteen schemes. Some of these involve an enormous increase in the number of permanent Government servants or exhaustive investigations and research on comparatively unimportant occupations; and others involve practical help to some cottage industries by educative efforts and financial aid. Government do not agree generally with the principles involved in the first kind of schemes while in the schemes mentioned below which are of the second type Government broadly approve the principles.

(1) Scheme to help village industries by starting demonstrations in villages of improved appliances and processes in respect of wool-weaving, dyeing, tanning, pottery, wood lacquer work, rope making, coir manufacture, cane and bamboo-work, etc.

(2) Scheme to improve the art and craft industries in the Presidency and to produce readily marketable articles by (1) making arrangements for the training of hereditary art-craft workers in recognized institutions on payment of scholarships and (2) engaging an artist designer to supply to craftsmen new designs and colour schemes for the production of articles.

(3) Scheme for the provision of marketing facilities for the sale of products of cottage and small-scale industries by starting a joint stock company such as a "Bombay Presidency Products Financing and Marketing Co., Ltd." with a network of branches.

(4) Scheme for starting district industrial development associations with Government help towards working expenses in order to infuse the spirit of industrial-mindedness in the masses and to turn them towards productive occupations and also to stimulate the demand for locally made goods.

(5) Scheme of improvement of existing courses and addition of other courses to the R. C. Technical Institute, Ahmedabad.

(6) Scheme of opening trade schools in such trades as (1) bakery, confectionery and cooking, (2) sheet metal working and (3) tanning.

(7) Scheme for establishment of model fish-curing demonstration sheds for fishermen with a view to effecting improvement in the quality of fish cured at the yards where the methods at present employed are careless and are carried on in the most insanitary conditions.

Though the principles underlying the schemes referred to above have been generally approved by Government it has not been found possible to examine and scrutinise the schemes in detail. Apart from the principles approved by Government underlying the schemes mentioned above, Government are of the opinion that the desired industrial development can be best achieved by concentrating on (1) educative

effort, i.e. by development of technical education, trade schools, etc. and (2) help to industry by (*a*) subventions to particular types of industry on an approved system, (*b*) indirect aid through marketing associations, demonstration parties, etc. and the like. Government will accordingly examine the schemes further in consultation with the Director of Industries who has been requested to submit an amended programme for the utilization of the grant proposed to be sanctioned by the Council of Ministers.

10. The Co-operative Movement

Government propose to appoint a Committee of officials and non-officials to report on the question how far it is possible to extend the movement and what improvements it is practicable to effect in it.

11. Welfare of Labour

The Ministerial programme for the amelioration of labour conditions in the Presidency was laid down in the first statement issued on the 9th April 1937. It comprised the following line of action :—

(1) Fixation of minimum wage and limitation of working hours.

(2) Wider recognition of trade unions.

(3) Organisation of a machinery for settlement of trade disputes,

(4) To investigate the whole question of unemployment and other social insurance, and

(5) To consider other ameliorative measures for the working class.

This programme represented what appeared to be desirable in the labour field. Only close enquiry and investigation could reveal whether all or any of the items were immediately practicable.

Since this programme was announced Government have had consultations with the Commissioner of Labour and also the Labour (Conciliation) Officer; and after careful consideration of these and other opinions Government decided to take immediate action on some of the five aforesaid items.

In considering the action to be taken the Council of Ministers has been impressed by the fact that, although labour in this Presidency is perhaps better organised than elsewhere in India, especially in the Ahmedabad Textile Industry, the standard of trade unionism, the number of unions and their membership is far below that of the United Kingdom and other industrialised countries and, speaking generally, trade unions do not play an important part in the social and economic structure of industry. It is realised that powerful organisations of workers, efficiently conducted, can alone secure for the working classes anything approaching equality in the matter of collective bargaining. In this Presidency the employers, as a class, are far better organised than the employees and Government are anxious in the interest of permanent industrial peace that employees should also be well organised and that there should be continuous contact between capital and labour through their respective organisations. It has been suggested that this contact could be obtained by compulsory recognition, by law, of trade unions by employers. Government are not convinced as to the wisdom or practicability of such a course of action in this country. They are not aware of any country in which trade unions have the right in law to recognition by the employers except as the result of such provisions as the Wagner Act in America, where the status, education, etc. of the working classes are far different to what obtain in India. The best method of approach, in the opinion of Government is to ascertain from employers of labour the conditions under which they are prepared to recognise trade unions of their employees and then to consult existing unions in order to see whether such conditions are acceptable to them. After such preliminary investigation Government would be

in a position to suggest some procedure or to set up some organisation which would ensure that close contact which is so desirable and which should enable industrial disputes to be settled by direct discussion between the parties immediately concerned. Moreover, the establishment of close contact in the manner described above will make it easier for Government to consider the best type of machinery for dealing with such matters as minimum wages and conciliation.

As regards the minimum wage, Government accept the principle that, where labour is inadequately organised, regulation by the State of unduly low wages in specific occupations and areas is necessary and desirable. Before, however, any action can be taken in this matter, it is essential that Government should know what such occupations and areas are so that they may devise the best type of machinery to deal with the question and see that workers in those industries are paid a minimum wage. Various countries have adopted different methods to deal with minimum wage regulation, depending upon the circumstances of countries and of the industries dealt with. The Commissioner of Labour has therefore been instructed to investigate the whole question and to ascertain the extent to which the regulation of minimum wages is called for and the type of legislation and organisation that will be necessary to give effect to it.

While therefore Government accept the principle of minimum wage, its determination in different industries and in the present unorganised state of labour would require a thorough preliminary investigation of the basis on which it could be fixed in the varying circumstances that prevail.

As regards the limitation of working hours, the Factories Act applies only to industrial establishments employing 20 or more persons. Under Section 5 of the Act, however, as amended in 1934, Government have power to extend all or any of the provisions of the Act to industrial establishments employing ten or more persons. After careful enquiry, Government have decided to extend the Factories Act to the following concerns:—

Leather working.	Brick works.
Bakeries and Confectionery.	Saw Mills.
Printing and Bookbinding.	Lead processes concerns.
Cotton weaving.	General Engineering.
Dyeing establishments.	Oil Mills.
Metal working.	Rice Mills.
Tanneries.	Ginning factories.

The provisions of the Act that will be applied are those dealing with hours of work, weekly holiday, fencing of machinery, prohibition of night employment of women, regulation of child labour, etc.

As regards unemployment and other social insurance, particularly sickness, a preliminary investigation has shown that the subject is a complicated and difficult one. Any actuarial investigation which must be the basis of any scheme of insurance is fraught with

difficulties. The nature of the industrial labour force in India and its social habits, particularly its migratory character and unorganised condition appear to preclude the collection of adequate statistics on sickness, unemployment and the like. Government will continue to investigate the subject but, for the present, will confine their action to dealing with the relief of hardship caused to the worker by sickness. As matters stand at present, in the vast majority of privately owned factories and industries the worker who is sick gets no pay for the days he is away from work owing to that cause, although this is a time when his expenses are necessarily increased. Moreover, he gets no holidays with pay. Leave almost invariably is granted without pay. While, therefore, Government do not in the existing circumstances see their way to inaugurate a sickness insurance scheme, they are of opinion that the worker should have some real relief from the economic effects of sickness, leaving him to take advantage of the medical facilities which are available to the poor in the cities, if he desires to do so. They, therefore, think that all workers should be entitled to 30 days' leave with pay in the course of a year. It is not necessary at this stage to deal with the precise conditions that would regulate the grant of such leave. These will be explained when the legislation is framed which will be necessary to give statutory effect to this recommendation. It may be stated, however, that Government are of opinion that the cost of this concession to labour should be borne by the employers. They do not propose that the workers should contribute to this scheme which is in the nature of a substitute for an adequate scheme of sickness insurance which, as pointed out, is not practicable at present in this Presidency.

Government are also of opinion that the hours of work and conditions of service of persons employed in shops should be regulated. They, therefore, propose to introduce a Bill to deal with the subject which will be drafted in the light of the criticisms and suggestions received when a Bill on this subject was brought forward by Mr. Bakhale a few years ago.

About the machinery for the settlement of Trade Disputes Government will await the fate of the measure dealing with this matter now before the Central Legislature. Finally, Government in addition to further investigation of the various items in their programme of working class relief will be prepared to consider with earnestness and sympathy any measures introduced in either of the Chambers by labour representatives or others.

12. Financial Proposals

Before outlining their financial proposals the Ministers desire to draw attention to the following remarks which were made by the Honourable the Finance Minister at the Conference of Financial Ministers held in Bombay last month. These remarks indicate clearly the nature of the financial problem before this Government and the manner in which it has been approached.

"There are four ways in which the requisite finance can be found. These are (1) Retrenchment, (2) Assignment of income-tax under section 138 of the Government of India Act, 1935, (3) Borrowing, (4) New taxation.

"Retrenchment of expenditure can be effected by reorganisation of the administrative machinery, by reduction of establishment, by a scaling down of the rates of pay and pensions, by deliberalising leave rules and so on. In Bombay we have had a series of retrenchment campaigns, the latest of which was undertaken after the report of the Thomas Committee. So far as the reorganisation of the administrative machinery is concerned, my colleagues and I have not found it possible in the time that has elapsed since we took office to make any detailed examination; we have been pre-occupied with formulating our policy, with framing budget proposals for financing them, and also with participating in political controversy in defending our policy. We shall undertake as soon as possible a further examination with a view to seeing whether any further retrenchment is possible, but we doubt whether the savings will be substantial. As regards scales of pay and leave rules, the position is that we have reduced and deliberalised them in respect of all new entrants to Government service. The savings as a result of these orders will, however, take several years to become effective. I had considered the question of effecting a cut in the salaries of government servants, but on examination I found that the resultant saving was not by any means appreciable. In view of the low standard of living in our country and the necessity of raising it by every means in our power it is unthinkable that we should reduce scales of pay below Rs. 200 per month. On the other hand, the scales of pay of the superior services have been protected by statute. The result is that there is only a limited body of government servants whose salaries could at all be reduced. The salary bill of this class of government servants, that is government servants exclusive of those whose salaries are protected by statute and those getting less than Rs. 200 a month amounts to only a crore of rupees, i. e. less than 25 per cent of the total salary bill in this Presidency. It would be possible to effect a cut on this portion of the salary bill but its obvious invidiousness would raise so much discontent in the services that it would not be worth while.

"The next possible source of revenue to a provincial government is the assignment by the Government of India of income-tax under section 138 of the Act. We are all familiar now with the recommendations of Sir Otto Niemeyer. Most of provincial governments have protested vigorously against these recommendations. I myself

in another place and in another capacity have expressed my opinions on the problems of Indian railway finance which bulk so largely in the report of Sir Otto Niemeyer. But the matter has been concluded by the Government of India (Distribution of Revenues) Order in Council, under which, so far as I can see, there is not the slightest probability of our getting any of our shares of income-tax in the immediate future. I cannot help saying that this is most unfortunate. A subsidy from the Central Government on the occasion of the inauguration of provincial autonomy would, in addition to its material advantages, have had immense psychological effect. And indeed it is a great pity that we should start our careers with nothing more substantial from the Central Government than what, for the present, can only be called good wishes.

"The third method is that of borrowing. There has always raged a controversy as to what could be financed from borrowings and what could be financed from taxation. I will not enlarge on that subject because of an initial difficulty. Our right to borrow is restricted under the Act in more ways than one. Those provinces which owe any debt to the Government of India are not free to borrow without the latter's permission, which can only be obtained for the purposes and on the conditions approved by the Government of India. The Reserve Bank's co-operation will also be essential for the successful flotation of any loan. That body will not support a loan without being satisfied of its purpose and the conditions on which it is to be issued. If a loan is floated at all without the co-operation of the Reserve Bank it will be beset with serious difficulties. Finally, the Auditor-General has, with the approval of the Governor-General, the right to give directions with regard to the methods or principles of accounting for loans, which involves specifying the objects on which loans may be spent. I think that, as a matter of practical politics, those of us at any rate who owe money to the Government of India may rule out the possibility of financing our programmes generally by means of public borrowing.

"We now come to the last source for financing our programme, and that is taxation. That seems to be, for the present at any rate, the only method of finding the resources that we need. The old sources of revenue are virtually earmarked for existing services and are not capable of much expansion. When we consider the problem of new taxation, we must steadfastly keep in mind one principle which seems to be vital. Under the existing scheme of taxation, a heavy burden falls on the poor. Unless provincial autonomy brings any hope or cheer to them it will have little value. We have therefore kept as our objective the improvement of the standard of life of these classes by relieving them of the present burdens and giving them more amenities. To achieve that objective it is necessary that in any scheme of new taxation the poor should be left out and the new burden should be imposed on the shoulders that are capable of bearing it. All our good intentions will be frustrated if the new taxation adversely affects the already low standard of life of the majority of the population of this Presidency. We have gone through

Schedule VII of the Government of India Act and we have selected for purposes of the new taxation several items which are calculated to achieve this object. I shall bring these specifically before the Conference for consideration when the next item on the agenda is reached. Generally, I claim that in selecting them we have kept before our mind the principle which I have stated and with which all of us are, I am sure, fully agreed, namely, that the additional burden should fall on those shoulders which are able to bear it. That is also the most equitable method. Capacity to pay is being increasingly recognised all over the world as the real test for imposing taxation."

With the above considerations in mind the Ministers suggest that the following taxes should be either freshly imposed or increased as the case may be so as to provide funds for their programme. As detailed in the previous chapters this programme is estimated to cost Rs. 125 lakhs a year :—

(*i*) Tax on moneylenders.
(*ii*) Tax on betting.
(*iii*) Entertainments tax.
(*iv*) Electricity duty.
(*v*) Sales tax.
(*vi*) Tax on newspaper competitions.

Tax on Moneylenders.—The Ministers consider that there should be a profession tax on moneylenders. Such a tax is in existence in the Central Provinces and Berar and it is understood that no special difficulty has been experienced in that province in the collection of the tax. The Ministers are considering whether legislation should be purely fiscal or whether it should also include provisions for controlling moneylenders. In the meanwhile they consider that a tax of Rs. 25 per annum per moneylender would not be an unfair burden on this profession. It has been estimated that at this rate the yield would be about 5 lakhs.

The Betting Tax.—There is at present levied a tax at the rate of 4 per cent on all bets laid either on the totalisator or with bookmakers at the race courses, mainly the Royal Western India Turf Club courses at Bombay and Poona. The yield at present from both these sources is about 11 lakhs. The Ministers propose that the rate should be increased from 4 to 6¼ per cent. It is expected that the additional yield will be about 6 lakhs per annum.

The Entertainments Tax.—This tax is levied under the Bombay Entertainments Duty Tax Act. The Ministers do not propose to raise the existing rates because they consider it unlikely that an increase in rates will yield increased revenue. They propose, however, that the present exemption limit, namely 4 annas, should be reduced to 2 annas and that a tax at the rate of half an anna should be levied on all prices of admission of between 2 annas and 4 annas. It has been estimated that this will yield about Rs. 2 lakhs per year. Although the tax is on the prices paid by the poorer classes, the Ministers consider that it is justified as being a tax on luxury.

Electricity Duty.—The yield from the Electricity Duty is at present in the neighbourhood of 10 lakhs of rupees per annum. This tax is leviable on current consumed by lights and fans in residences and offices. Tenements consuming less than 12 units per month and industrial undertakings including tramways and railways are exempt from duty. The Ministers have considered the question whether the exemption limit of 12 units a month should not be reduced and have come to the conclusion that there is no case for reducing that limit. They do not see, however, that there is sufficient justification for wholly exempting industrial undertakings and tramways (excluding railways) from the operation of the tax. It appears to the Ministers that the imposition of a light tax on electricity consumed by industries and tramways (excluding railways) would not be an unfair burden on these undertakings; and they do not consider that the burden of such a tax will necessarily be passed on to the poor consumer. The Ministers are also considering the question whether, instead of taxing the consumer direct, they may not levy the tax at the point of bulk supply from the producing companies. These questions will take some time to settle. It is quite certain, however, that no special hardship will be imposed on any section of the community if the existing rate and scope of the tax are increased; and for purposes of their financial programme the Ministers have taken into account an increased revenue of 15 lakhs of rupees per annum from this source. It is proposed that the question of exemptions generally and the alteration of the basis of the tax should be taken up in time for the finance bill of next year.

The Sales Tax.—The Ministers propose that there should be levied in this Presidency a tax on sales or a turnover tax. The details shown below indicate what an important item such a tax is in the taxation schedules of various countries:—

1. *Germany*

In the German taxation system, the principal sources of revenue are turnover tax, income-tax and customs. During 1934-35 the estimates were:—

	Million Rm.
Turnover tax	... 1700
Income-tax	... 1275
Customs	... 1080
All other direct and indirect taxes	... 1318

The percentage of turnover tax to the total tax was roughly 30.

2. *France*

The revenue from turnover tax in the year 1934 was Fr. 6900 million against a total revenue of about Fr. 48000 million. The percentage was 14.

3. *Netherlands*

The Nertherlands budget for 1936 anticipated a revenue from taxation of 510,435,000 fl. of which the three principal items are:—

Import duties	...	84,000,000
Income-tax	...	74,600,000
Turnover tax	...	60,000,000

The percentage of turnover tax to the total tax was 12.

4. *Australia*

The total tax receipts of the Australian Federation in 1935-36 amounted to £63,600,000 of which the receipts from sales tax were about £9½ million. The percentage of sales tax to total tax collected was 14¼.

5. *Norway*

In 1935 an extraordinary general turnover or sales tax was introduced which was expected to yield Kr. 17½ million in 1935-36 and Kr. 27 million in 1936-37. The total revenue from all sources was about Kr. 400 million. The percentage of turnover tax to the total tax was 4½ in 1935-36 and 6¾ in 1936-37.

The tax is also in existence in Austria, Hungary, Italy Czechoslovakia, most of the States in the United States of America and the Dominion of Canada. The yield in each of these countries is considerable.

The Ministers are considering the question whether the tax should be on wholesale or on retail transactions or on both. Further, in view of their principle that the burden should not fall on the poorer classes, they are considering what articles should be exempted from the operation of the sales tax. After these questions are settled the Ministers will examine in detail the administrative machinery that must be employed for collecting the tax. A preliminary examination of the question has convinced them that such a tax is feasible in this Presidency and that its yield will be considerable. It is proposed that the tax should be so designed that the annual yield will be Re. 1 crore.

Tax on Newspaper Competitions.—A marked feature of journalism in recent years has been the growth of crossword puzzles and other competitions for which huge prizes are offered. It is believed that these competitions bring in a good deal of revenue to newspaper proprietors. The competitions involve a little skill but are principally entertainment of a gambling character. The Ministers consider that that section of the community which indulges in this entertainment may legitimately be called upon to pay some contribution to the State and they propose to initiate legislation accordingly. It has been roughly estimated that an annual income of 5 lakhs is possible from this source.

Summary

To summarise the financial proposals, the following table shows the sources of taxation proposed by the Ministers and the revenue that they expect from them :—

(*i*)	Tax on Moneylenders	...	5 lakhs
(*ii*)	Tax on Betting	...	6 lakhs
(*iii*)	Entertainments Tax	...	2 lakhs
(*iv*)	Electricity Duty	...	15 lakhs
(*v*)	Sales Tax	...	100 lakhs
(*vi*)	Tax on newspaper competitions	...	5 lakhs
	Total	...	133 lakhs

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HARIJAN UPLIFT

BY THE

GOVERNMENT OF BOMBAY

Gratis

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HARIJAN UPLIFT BY THE GOVERNMENT OF BOMBAY.

1. The following castes are eligible for the ameliorative measures undertaken by the Government of Bombay in regard to the Harijans:—

1. Asodi.
2. Bakad.
3. Bhambi.
4. Bhangi.
5. Chakrawadya-Dasar.
6. Chalvadi.
7. Chambhar (same as Nos. 35 and 38)
8. Chena-Dasaru.
9. Chuhar (same as No. 10).
10. Chuhra (same as No. 9).
11. Dakaleru.
12. Dhed.
13. Dhegu-Megu.
14. Dhor.
15. Garode.
16. Halleer.
17. Halsar (same as Nos. 18 and 20).
18. Haslar (same as Nos. 17 and 20).
19. Holaya.
20. Hulsavar (same as Nos. 17 and 18).
21. Khalpa.
22. Kolcha (same as No. 23).
23. Kolgha (same as No. 22).
24. Koli Dhor.
25. Kotegar (in North Kanara).
26. Lingader.
27. Madig (same as No. 29).
28. Mahar.
29. Mang (same as No. 27).
30. Mangarudi.

31. Meghval (same as No. 32).
32. Menghwar (same as No. 31).
33. Mini Madig.
34. Mochi (except in Gujarat).
35. Mochigar (same as Nos. 7 and 38).
36. Mukri.
37. Nadia.
38. Samagar (same as Nos. 7 and 35).
39. Shenva (same as No. 42).
40. Shingdav (same as No. 41).
41. Shingadya (same as No. 40).
42. Shindhava (same as No. 39).
43. Sochi.
44. Timali.
45. Turi.
46. Vankar.
47. Vitholia.

2. *Backward Class Department.*—In accordance with the recommendations of the Depressed Classes and Aboriginal Tribes Committee of 1928 Government have appointed a Backward Class Officer from the year 1931. His duties are to act as adviser to Government in all matters specially or differentially affecting the backward classes including the Harijans and to investigate and report on any question relating to them that may be referred to him by Government. He is also charged with the general duty of enquiring into their needs and grievances and when he considers it necessary, of making suggestions or representations to heads of departments and offices. His jurisdiction in this respect extends over the whole Province of Bombay. He has been given the necessary staff and three Assistant Backward Class Officers.

Backward Class Board.—Government have also appointed a Backward Class Board on the lines recommended by the Depressed Classes and Aboriginal Tribes Committee. The functions of the Board are consultative and advisory. The Honourable the Prime Minister who is in charge of the Backward Class Department, is the President of the Board. The Backward Class Officer is the Vice-President and the Secretary to the Board.

The Backward Class Department tries to settle amicably the main grievances of the Scheduled Castes in co-operation with the village and district officers of Government.

Propaganda work directed towards the amelioration of the conditions of the Scheduled Castes is also carried on by the Backward Class Department.

Non-official Backward Class District Committees have been constituted in the districts of Sholapur, Bijapur, Dharwar and Belgaum and their main functions are :—

(*a*) To collect information regarding the grievances and needs of the Backward Classes ; particular attention being devoted to the Scheduled Castes ;

(*b*) To form a channel of communication between the Backward Class Officer and the Backward Classes.

(*c*) To give their opinion on the questions referred to them by the Backward Class Board or the Backward Class Officer.

(*d*) To carry on propaganda work.

These Committees bear their own incidental expenditure and collect and administer funds by subscriptions from the members of the public.

3. *Admission to places of public resort and unrestricted use of public amenities.*—Government has declared time and again that its policy is to bring about the complete removal of untouchability so far as it affects the exercise of public and civic rights and that it will take all possible steps to fully achieve this object with the utmost expedition. Officers of the Revenue and Police Departments have, therefore, been specially impressed with their duty to see that this policy of Government is fully implemented by them in their day to day administration and that active advice, help and protection are rendered to the Scheduled Castes whenever necessary.

(*a*) *Public Hospitals, dispensaries and dharamshalas.*—All Civil Surgeons and Medical Officers in charge of Government and aided hospitals and dispensaries have been instructed to see that no distinction is made in the treatment of patients belonging to the Scheduled Castes on the ground of custom, religion or orthodoxy of the Hindus and that if any instance of such differentiation occurs to take suitable action and if necessary to report the case to Government.

Government has directed that local bodies should put up notice boards at their dispensaries and dharamshalas stating that they are for the use of all castes including the Scheduled Castes.

Government has also directed that requests from public bodies for assignment of Government lands for dharamshalas, dispensaries, etc., should not be granted except on the condition that all castes alike will have equal use of the amenity.

(*b*) *Wells and Tanks.*—The orders issued by Government in this regard are to the following effect :—

Grants for village water supply may be reduced in the case of local bodies which take no measures to secure equality of treatment of all classes at public wells ;

Local bodies should put up notice boards on public wells in the district stating that they are open for use to all castes and classes of the public without restriction ;

Requests from local bodies for assignment of Government lands for wells, tanks, etc., should not be granted except on condition that all castes alike will have equal use of such wells, tanks, etc.

All touring officers when visiting villages should make specific enquiries as to whether the Scheduled Castes enjoy their right to take water from public wells and should emphasize that this right exists.

Since the assumption of office by the present Ministry large grants have been provided for village water supply. Special instructions have been issued to secure the free enjoyment of public wells and tanks by Harijans on the same terms as persons belonging to other communities. Where there is reason to apprehend that the existing disabilities of these classes in any particular village are likely to continue, either no money will be spent in that village from the grant for Village Water Supply or where the needs are pressing the money will be spent solely for providing special drinking water facilities for the scheduled castes.

In spite of the orders referred to above it was reported to Government some time ago that progress in breaking down the prejudice of caste Hindus regarding the use of public wells by the scheduled castes has not been satisfactory. Government, therefore, decided that the time had come for taking more stringent action to safeguard these fundamental civic rights of the scheduled castes. All officers of Government have accordingly been asked to deal severely with cases where the scheduled castes are prevented from enjoying their rights in this respect. In particular, the following steps have been directed to be taken to prevent any obstruction to the scheduled castes enjoying their civic rights :—

(*i*) The prosecuting authority should always press the Court to award deterrent punishment for the offence of fouling the drinking water of the scheduled castes and the District Magistrates should invariably report all such cases to Government with their opinion in each case whether it is necessary to apply for the enhancement of the sentence passed by the Magistrate ;

(*ii*) In cases where a local body fails, after due warning, to give effect to the declared policy of Government in this respect, the local officers should not hesitate to recommend the curtailment or stoppage of any voluntary grants paid by Government to that body ;

(*iii*) If a local body deliberately and persistently disregards the orders of Government in this respect and fails to carry out its obligatory duty of throwing open public wells and tanks to all castes and communities without distinction, the local officers should report such cases to Government without delay and Government will not hesitate in a recalcitrant case, to dissolve or supersede the defaulting

local body and to have the obligatory duty carried out by Government agency at the expense of the said local body.

As executive and legal action alone is not sufficient to prevent caste Hindus from inflicting social boycott and other forms of harassment on those members of the scheduled castes who assert their civic rights in these matters and as enlightened public opinion and active support are necessary for the success of their policy to achieve the desired end, Government has appealed to the Harijan Sevak Sanghs, Depressed Class Missions and social workers to co-operate in obtaining for the scheduled castes free and unhampered use of all sources of public water supply in every town and village in this Province.

(*c*) *Public conveyances.*—The attention of the public has already been invited to rule 34 of the Rules to regulate the use of motor vehicles let or plying for hire in public places outside the City of Bombay which provides that no driver or owner or agent employed on behalf of an owner shall refuse to sell a ticket to any person on the ground of caste or community or refuse to allot a vacant seat to any ticket holder on such grounds, and to rule 45 of the same rules which empowers District Superintendents of Police to suspend or cancel any public driver's permit or owner's permit when the holder thereof or his agent has committed any breach of these rules or of any orders issued thereunder.

Government has is sued instructions that Superintendents of Police should see that the rules which forbid any discrimination against the members of the Scheduled Castes in respect of the use of public service conveyances and buses are strictly enforced and that instances of the breach of these rules brought to their notice are severely dealt with.

(*d*) *Places of public entertainment.*—On a representation made to it some time ago that some hotels refuse to cater for members of the Scheduled Castes, Government has expressed a desire that no such distinction should be made on account of caste or creed in places of public entertainment and has invited the attention of the public to a new rule, providing that no person keeping a place of public entertainment under a licence shall refuse admission to such place to any member of the Scheduled Castes on the ground of his being a member of such caste which Government has (decided to) inserted in the rules for keeping places of public entertainment made by the Commissioner of Police for the City of Bombay under section 22 (*1*) (*f*) of the City of Bombay Police Act, 1902, and by the District Magistrates in the mofussil under section 39-A of the Bombay District Police Act, 1890. For a breach of this rule the licence granted under the rules shall be liable to be cancelled by the licensing authority.

4. *Educational facilities*—(1) (*a*) *Admission to Schools.*—Under the standing orders regarding the admission of Scheduled Caste children into schools all Educational Officers have been directed to see that no disability is imposed on children of the Scheduled Castes in any school maintained from or aided out of public funds. Government has also laid down that where public schools are held in temples or sacred buildings or hired subject to the condition of the exclusion of the Scheduled Castes, efforts should be made to obtain other accommodation. It has further been laid down explicitly that all pupils should sit together in the classes regardless of caste distinctions and that separate seating arrangements for pupils of the Scheduled Castes and others should not be allowed.

The responsibility for seeing that these orders are carried out by Local Authorities rests primarily upon officers of the Educational Department. The officers of the other Departments, especially the Revenue Officers, have been asked to pay attention to this point when visiting village schools and to report to Government instances of flagrant or persistent non-compliance and also to use their personal influence towards securing the results desired.

It is thus the declared policy of Government that no discrimination should be made against the scheduled castes in educational institutions aided from public funds on the ground of caste. With a view to enforcing the strict observance of this policy by local authorities Government has also promulgated a rule under the Bombay Primary Education Act, 1923, to the effect that no grant shall be paid to a Local Authority in respect of a school where admission is refused to any pupil on the ground of caste or community. The rule further provides that if no pupils belonging to the scheduled castes are actually attending a school it will be presumed that admission is being refused to such pupils within the meaning of this rule unless the school board proves to the satisfaction of the Director of Public Instruction that no such pupils are residing within a distance of one mile from the school building or adduces other satisfactory reasons for the absence of such pupils from the schools.

(*b*) *Free-studentships, scholarships, etc.*—Pupils of the Scheduled Castes are exempted from the payment of fees in all Primary schools and in Government secondary schools provided the pupils are certified to be poor. They are also awarded special Government scholarships in Primary and Secondary Schools. In the Arts and Professional Colleges they are awarded scholarships as well as free-studentships. They are exempted from the payment of room rent in the hostels attached to Government Secondary Schools if the pupils are certified to be poor by the Head Master. Some of the District Local Boards also award scholarships to deserving pupils attending primary schools and make a free distribution of clothes, books slates and other writing material the expenditure incurred thereon by the Local Authorities being duly admitted for Government grant.

(c) *Other facilities*—(i) *Hostels.*—Government is running a Hostel at Poona for Harijan pupils undergoing instruction in the several educational institutions. Government has also accepted the offer of the Gujarat Harijan Sevak Sangh to run a hostel for 50 Harijan boys at Ahmedabad and sanctioned an annual grant to the Sangh of Rs. 6,600, i.e., equal to the whole cost of the hostel.

Moreover, grants are paid by Government to private hostels which admit Harijan boys and girls at certain capitation rates. Prior to 1937 these hostels were receiving grants at Rs. 2 per mensem per student admitted but in November 1937, the present Ministry raised this grant to Rs. 3 per mensem. It was later represented to Government that this increase is still too meagre to enable these hostels to meet satisfactorily the needs of the pupils residing in them. It was also represented that hostels for girls should be given preferential treatment in the matter of grants because the needs of the girls, particularly of Harijan girls, are more pressing and costlier to provide for than those of boys and also because it is difficult to attract girls to these hostels unless the requisite amenities are provided for them. Government, therefore, increased the grant as shown below :—

	In the case of girls.	In the case of boys.
	Rs.	Rs.
(1) For pupils in the Lower Primary stage ..	4 per mensem.	3 per mensem.
(2) For pupils in the Upper Primary and the Lower Secondary stages ..	5 per mensem.	4 per mensem.
(3) For pupils in the Higher Secondary and the Collegiate stages ..	6 per mensem.	5 per mensem.

The grant at the rates shown above is to be calculated with reference to the average attendance of inmates of the institutions and is to be paid on the following conditions :—

(1) that the institutions provide the students of amenities ;

(2) that the prescribed maximum number of inmates for whom the grant is claimed remains what it is at present ;

(3) that no grant is allowed for boys and girls attending *primary* schools in excess of last year's actual number in each hostel ;

(4) that no grant is allowed in respect of boys and girls who fail at the first attempt to get promotion to the higher standard ;

(5) that no grant is allowed in respect of inmates who are holders of *both* scholarships and full free-studentships ; and

(6) that no grant is allowed for inmates who belong to the Indian States.

The increase in the grants to the hostels took effect from the 1st October 1938.

As a result of these orders a number of hostels have been started and those that were functioning have increased their admissions so that there now exist ample facilities for every Harijan boy or girl to get admission into them. The expenditure of Government on these hostels alone which was somewhere in the neighbourhood of Rs. 18,000 during 1936-37 has considerably increased during the last two years and will stand at very nearly Rs. 57,000 in 1939-40.

(*ii*) *Special Scholarships for foreign study.*—Three special scholarships for prosecution of higher studies in England are also being awarded to Scheduled Caste candidates since last year at a cost of Rs. 4,000 per annum.

(*iii*) *Training in Industries.*—The scheduled castes who are engaged in industries like tanning, weaving, rope-making, etc., are deriving considerable benefit from the training in the organised methods of these industries from the peripatetic demonstrations organised by the Industries Department specially with a view to benefit these castes. The benefit of the Tanning School and the Leather Working School at Khar also mainly goes to the scheduled castes.

(2) In the matter of the above-mentioned facilities to the Harijans, considerable additional amounts are being spent since the advent of the present Ministry. The expenditure of Government on the provision of such special facilities was only Rs. 18,000 in 1936-37 ; it was increased to Rs. 55,000 in 1937-38 by the Congress Ministry and it has now been further increased to Rs. 81,600 during the current year (1938-39). A further augmentation of this grant by Rs. 10,000 at least will be recorded during the next year (1939-40) bringing the total expenditure on the Harijans alone to very nearly Rs. 92,000 (*vide* Statement " A " appended).

It has here to be mentioned that besides the special facilities afforded exclusively to Harijans and mentioned above the Harijans also share a substantial portion of similar facilities which are separately extended to the Backward Classes as a whole. The expenditure on these latter facilities has also risen very considerably. Thus whereas Government was spending on them Rs. 63,000 in 1936-37, this grant was raised to Rs. 66,300 in 1937-38 very soon after the present Ministry's acceptance of office. A further augmentation of this grant of Rs. 1,06,300 has been effected during the current year while in the next year the grant will have risen to Rs. 1,16,300 (*vide* statement " B " appended).

Briefly stated the position, therefore, is that while the Scheduled Castes were being granted facilities involving an expenditure to Government under the pre-Congress regime of Rs. 56,000 approximately (Rs. 18,000 shown in statement " *A* " *plus* Rs. 38,000 or approximately 60 per cent. of the scholarships awarded out of the provision of Rs. 63,356 shown in statement " *B* "), this expenditure will have increased in the year 1939-40 under the orders already passed by the present Ministry to Rs. 1,61,000 in round figures (Rs. 91,584 as shown in statement " *A* " *plus* 60 per cent. approximately of the amount of Rs. 1,16,356 shown in statement " *B* "), i.e., nearly 300 per cent.

5. *Housing Sites.*—The Backward Class Department helps in providing suitable housing sites for building purposes to members of the Scheduled Castes every year by acquiring lands and disposing of the plots to individual members at a nominal occupancy price fixed in consultation with the Collectors of the districts concerned.

While disposing of waste lands preference is often times given to the Scheduled Castes and village inferior servants who are granted such lands.

Applications for grants of land from Co-operative Housing Societies of Harijans are granted the usual concessions given to Co-operative Housing Societies and are also given special concessions in the occupancy price of the land.

6. *Recruitment to the public service.*—For the purposes of recruitment to Government service, all communities in the Province of Bombay have been classified into (1) Advanced, (2) Intermediate and (3) Backward. The Backward community has been further sub-divided into three classes as shown below :—

(*a*) " Depressed Classes " which consist of classes now called " Scheduled Castes ".

(*b*) " Aboriginal and Hill Tribes " which consist of castes a large proportion of which inhabit or did inhabit, until recent times, the forest areas; and

(*c*) " Other Backward Classes " which include the wandering tribes who may not be aboriginals or be living in forest areas but who need special protection on account of their backward conditions.

The communities to be treated as advanced have been listed while those coming under the category " Intermediate " include all communities which are neither " Advanced " nor " Backward ".

Government has fixed a minimum percentage for the recruitment of " Backward " and " Intermediate " communities to the *clerical cadre.* The percentage varies according to the population of these communities in the various districts of the Province. The following table shows the percentages fixed for the various districts :—

Locality.	Minimum percentage of recruitment from	
	Intermediate classes.	Backward classes.
Ahmedabad ..	50	10
Broach ..	50	10
Panch Mahals ..	30	10
Surat ..	30	10
Kaira ..	50	10
Thana ..	30	10
Central Division ..	50	10
Southern Division ..	60	10
Bombay Suburban District ..	30	10
Bombay ..	30	10

For the inferior service, Government has prescribed a minimum of 10 per cent. for the recruitment of "Depressed Classes".

No percentage has been fixed for recruitment to the Provincial (Gazetted) services, but in making the recruitment the claims of educationally backward communities are duly considered.

7. *Representation on local bodies.*—The Bombay Local Boards Act, 1923, has been recently amended so as to give elective representation to the Harijans by means of reservation of seats in joint electorates. Under the provisions of the amended Act Harijans have now been given reserved seats in joint electorates on a population basis. The Bombay Municipal Boroughs Act has also been recently amended so as to do away with separate electorates for Harijans and to give them elective representations by means of reservation of seats in joint electorates. The same policy is being followed in the case of district municipalities also.

8. *The Bombay Harijan Temple Worship (Removal of Disabilities Act, 1938.)*—Under this Act a trustee of a temple or if there are more trustee than one, the majority of such trustees may make a declaration and forward it to the Court stating that the temple shall be open for worship to Harijans. In making the declaration the trustees may impose conditions and require observance of such ceremonies as they may think fit. But such conditions or such observances must not be restricted to Harijans only. On receipt of such declaration, the Court has to publish the declaration. Within three months of such publication any person interested may apply to the Court and may show that the persons who made the declaration were not the trustees of the temple or did not form the majority of such trustees. If the Court is satisfied that the application is true, the Court would cancel the declaration. If not, the declaration would be final and the temple would be open for worship by Harijans notwithstanding anything in the instrument of trust, the terms of dedication, a decree or order of a Competent Court relating to such temple, or a custom, usage or law for the time being in force. In the city of Bombay the declarations are to be forwarded to the High Court and in the mofussil to the District Courts. The Act has been passed by both the Legislative Assembly and Legislative Council without a single dissenting voice. It is an enabling measure and it removes legal difficulties in the way of those trustees of public temples who are convinced of the justice of the claim of the Harijans to make use of such temples and who desire to throw them open to them. The Act applies to Hindus including Jains.

Most of the inferior village servants being Harijans, Government has issued orders, describing their duties, so that they may know exactly what is required of them and not be made to render personal service to Government officers. Government has also issued orders directing all Government servants not to exact any personal service from inferior village servants for private purposes.

Finally Government has decided to introduce a bill in the Legislature for the removal of such disabilities as may have lingered so that in the eyes of the law there should be no civil disability under which the Harijan can be said to labour as compared with a member of any other caste. The Bill has already been published. It penalizes any one prohibiting any Harijan, on the ground that he is a Harijan, from exercising equal rights of enjoyment of public amenities, of access to public roads and institutions and of using public conveyances. It also provides that the social disabilities under which the Harijans are at present suffering shall in no circumstances be recognised by the Civil, Criminal or Revenue Courts or by any Local Authority.

STATEMENT "A".

Grants sanctioned exclusively for the Scheduled Castes.

Item.	Amount.
Sanctioned in 1937–38.	Rs.
(1) Scholarships and hostels repeated from previous year..	18,000
(2) *Additional grant sanctioned during* 1937-38— For hostels, Sevak Sanghs scholarships abroad and in educational institutions and tanning schools in this Province, free-studentships, books, medical aid, etc.	37,000
Total for 1937-38 ..	55,000
To be spent during 1938–39.	
(1) Item (1) sanctioned during 1937-38 and repeated during 1938-39	18,000
(2) Item (2) sanctioned during 1937-38 and repeated during 1938-39	37,000
(3) *Further additional grants sanctioned during* 1938-39—	
(*a*) Extension to the students newly admitted this year of the concessions regarding free-studentships and scholarships granted to last year's students and continued this year in schools and colleges.	7,584
(*b*) Grant for books, slates, etc.	2,000
(*c*) Loss of fees on account of free-studentships to all Scheduled Caste students in Government secondary schools and colleges	12,000
(*d*) Grant to Harijan Sevak Sangh, Ahmedabad, for a hostel	5,000
Total for 1938-39 ..	81,584
Proposed for 1939-40.	
(1) Item (1) repeated from 1938-39	18,000
(2) Item (2) repeated from 1938-39	37,000
(3) Item (3) repeated from 1938-39	26,584
(4) Additional lump provision proposed by the Educational Department for grant for free-studentships and scholarships to the Scheduled Caste students who will be newly admitted in 1939-40 to Government secondary schools and Government and non-Government Arts and Professional Colleges ..	10,000
Total for 1939-40 ..	91,584

STATEMENT "B".

Grants sanctioned for Backward Classes including Scheduled Castes.

Item.	Amount.
Sanctioned in 1937-38.	Rs.
(1) Scholarships, etc. (repeated from previous year) ..	63,356
(2) Additional grants to institutions for Aboriginal and Hill Tribes in partially excluded areas	3,000
Total for 1937-38 ..	66,356
To be spent during 1938-39.	
(1) Item (1) sanctioned during 1937-38 and repeated during 1938-39	63,356
(2) Item (2) sanctioned during 1937-38 and repeated during 1938-39	3,000
(3) *Further additional grants sanctioned in* 1938-39—	
(*a*) Additional sets of scholarships in secondary schools and colleges (sanctioned in 1938-39) ..	30,000
(*b*) Increase in capitation grants to hostels (for six months) for 1938-39	10,000
Total for 1938-39 ..	*1,06,356
Proposed for 1939-40.	
(1) Item (1) repeated for 1938-39	63,356
(2) Item (2) repeated from 1938-39	3,000
(3) Item (3) repeated from 1938-39	40,000
Further additional grant proposed to be sanctioned in 1939-40.	
(1) Increase in capitation grant	10,000
Total for 1939-40 ..	1,16,356

*Note.—The major portion of this provision is absorbed by the Scheduled Castes as much as nearly 68 per cent. of the scholarships in secondary schools and 61 per cent. of the scholarships in colleges goes to students of the Scheduled Castes and even in the hostels to which grants are given by Government the majority of students belong to the Scheduled Castes.

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With the compliments of the Director
of Information, Bombay

The
Bombay Government and its Work
Review of Second Half Year

Gratis

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The Bombay Government and its Work

Review of Second Half Year

The Congress Ministry in Bombay has been in office for over a year. An earlier report published in February recounted the work done during the first six months and indicated the policy followed by the present Government in the several departments. The following summary briefly records its activities during the second half year ending July 19, 1938.

Budget Session.

The Budget for 1938–39 was presented to the Legislature on February 25. It showed an income of Rs. 12·09 crores, while the budgetted expenditure was Rs. 12·50 crores, showing a deficit of Rs. 41 lakhs. But this deficit was proposed to be met from the revenue surplus of Rs. 51 lakhs accumulated during the previous two years. The expenditure was divided as follows :—

31 per cent. or Rs. 3·89 crores to be spent on primary activities of Government such as maintenance of law and order, administration of justice, etc.

55·5 per cent. or Rs. 6·91 crores for nation-building activities such as public health, medical aid, education, agriculture and industry.

13·5 per cent. or Rs. 1·70 crores for collection charges of revenue-earning departments.

The extra taxation proposed in the budget amounted to Rs. 12 lakhs. Three of the existing sources of revenue, namely, electricity tax, stamps and court fees were continued for one more year, with certain increases ; while the tobacco tax was changed and placed on a permanent footing. This 12 lakhs will be spent as follows :—On Education 8·92 lakhs, on Prohibition 1·50 lakhs, on Agriculture and Co-operation 1·80 lakhs, on Industries 0·20 lakh and on Ayurvedic and Unani education 0·20 lakh.

The Finance Minister in his Budget speech said that Government were providing for Rs. 31·50 lakhs as loss of revenue and increase in expenditure on the anti-drink campaign. On Education they proposed a new expenditure of Rs. 33·92 lakhs in the coming year. "The total expenditure on rural areas, apart from the Roads programme financed from the Petrol Fund, for Panchayats, Water supply, Medical Aid roads in villages, and things of that kind will amount to Rs. 39 lakhs On Agricultural and Co-operative improvements—also for rural areas—we propose to spend about Rs. 3 lakhs. For industrial development the proposed expenditure is over Rs. 7·50 lakhs. Another lakh of rupees is earmarked for encouraging Ayurvedic and Unani education

For the social welfare of Labour in industries, we have provided yet another lakh. The total new expenditure, including the loss of revenue on account of prohibition, on the work of national reconstruction will be over 116 lakhs of which about 40 lakhs will be non-recurrent."

"The aim of every proposal in this budget has been the aim of the Congress—and of all true nationalists in this country—to bring some relief to our impoverished masses, to give them opportunities to grow in their own strength, to educate the ignorant and backward, to relieve them from the causes of distress which are beyond their control and to enable them to acquire confidence in themselves. Whether it is the Village Panchayat or the Forest Laws, whether it is education or agriculture, whether it is an anti-drink measure or tobacco duty, the principal object of the proposals in this budget is to improve the lot of the weak in our country and strengthen them in the struggle for a better life. We cannot mint new rupees or print new currency notes. All the money we can get is by readjustments and by such taxation as may only touch the pockets of those who can afford to pay. With these necessarily limited resources we have to strive to help our masses."

Legislation.

The legislation dealt with by the special session of the Legislature convened in January last has been described in the first six-monthly report. An important bill regarding the registration and control of money-lenders, referred to a Select Committee of the Legislative Assembly, could not be discussed at the budget session, because the Select Committee wanted more time to consider its complicated provisions.

The Finance Act was amended providing for continuance for one more year of the existing sources of revenue, namely, electricity tax, stamps and court fees, with certain increases; while the Tobacco Act was amended and placed on a permanent footing.

Indian Lunacy Act.

The Indian Lunacy Act, 1912, was amended so as to permit the transfer of certain classes of patients to more congenial surroundings under the care of relatives or friends.

Bombay City Police Act.

The Bombay City Police Act was amended so as to enable prompt action to be taken against bad characters. A provision has also been added empowering Government in times of communal and other riots to declare an emergency to exist and the Commissioner of Police may order the removal from the City of any person or persons who are likely to disturb the peace of the City. Such a declaration of emergency will expire after a month unless it is renewed.

Representation for District Municipalities.

The Bombay District Municipal Act, 1901, and the Municipal Boroughs Act, 1925, were amended on the same lines as the District Local Boards Act which had been amended at the previous session. Changes now carried out include the abolition of nominations, reservation of seats for women, backward classes, Harijans and other minorities on a population basis and for an optional clause for Muhammadans to have joint electorates at any time they wish to have them. The Honourable Mr. L. M. Patil in his speech in the Legislative Assembly said that it was intended that wherever there was a separate electorate for Muhammadans it would be continued, but an option would be given to them to have joint electorates if they so desired. "This Bill intends to take away the separate electorates of the Harijans and to provide joint electorates for them and also it provides an optional clause in the case of the Muhammadans. In the borough municipalities alone, the Harijans have got separate electorates. In all other local bodies, namely, panchayats, district local boards, district municipalities, cantonments boards and Bombay corporation, the Harijans have got joint electorates. Moreover the case of the Harijans is different from that of the Muhammadans, because of the Poona Pact. The Poona Pact was signed by the leaders of the caste Hindus and the Harijans and if we continue separate electorates for Harijans in the borough municipalities, it will go against the spirit of that solemn Pact. This fact was brought to the notice of the Government by a deputation of the Harijans themselves and this was also made clear by the leader of the Independent Labour Party, Dr. Ambedkar.

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The optional clause does not take away the separate electorates of the Muhammadans. It only provides machinery by which they can, of their own accord, choose to have the type of electorate that they want. The reform is not forced on them. It is left to their sweet will. Really this right to decide on a political issue by means of a plebiscite or referendum, intended to be given by this clause to the Muhammadans, is a precious right. No such right has ever been given to any section of the Indian public in the annals of the whole constitutional history of India and instead of opposing or criticising the Government severely because of this optional clause, the honourable members of the Muslim League ought to thank the Government."

Adult Franchise in Bombay City.

An equally important amendment was effected in the City of Bombay Municipal Act. The changes introduced abolished nominations and provided for adult franchise for elections to be held in 1942 and thereafter, for extension of the term of the Corporation from 3 to 4 years and for reduction in the salaries of the Municipal Commissioner, City Engineer, Health Officer, and other officers and redistribution of wards.

Indian Horse Breeding.

The insistent demand for changes in the system of racing in Bombay with a view to promote Indian horse breeding and the Indianisation of the administration was given effect to by the amendment of the Bombay Racecourses Licensing Act under which Government have imposed certain new terms before renewing the license of the Royal Western India Turf Club. A license fee of Rs. 3 lakhs has been levied by Government who have also laid down that the stakes allotted to Indian horses should progressively increase every year so that by 1943-44 the stakes set apart for such horses shall not be less than 45 per cent. of the total stakes. Further it is stipulated that suitable measures should be taken to increase the number of Indian jockeys by 1942-43 to not less than 40 per cent. of those riding on the race courses. The number of members of the Royal Western India Turf Club is also to be increased to 500, the result of which will be that a larger proportion of the membership will be Indian.

Bombay Primary Education Act.

The most important measure passed during the session was the Primary Education Bill which tries to overhaul the administrative machinery of Primary Education which has caused waste and stagnation. Government have now attempted to bring about changes calculated to produce efficiency in the system.

The new measure provides for the creation of a Provincial Board of Education composed of persons who are experienced in education whose duty will be to examine and co-ordinate schemes for the expansion of education and to advise Government on all matters connected with primary education. It lays down the strength and qualifications of the members of School Boards and conditions for their removal. It also makes provision for a Primary Education Fund. The Administrative Officers under the School Boards will be Government officers. Experience in the past has shown that local authorities were not able to appoint the right type of men as administrative officers, with the result that efficiency suffered. With the transfer of control of primary education to local authorities under the Primary Education Act of 1923 Government handed over not only the teaching staff but the inspecting staff also, and retained only a skeleton inspecting staff of their own. This Government staff has been quite inadequate for the task of supervision and to see that Government money is properly spent and that the standards of education are duly maintained. Government have therefore decided to resume control of the existing supervising staff of local authorities.

A cardinal defect in the old Act was that it contained no provision giving Government power to intervene in cases of gross mismanagement. It was apparently assumed that the control sections of the District Municipal and Local Boards Act would be applicable to school boards.

This was not the case and Government could exercise control only by reducing grants. Such a course is open to grave objection since it means interruption of the education of children without removing the cause of the trouble. It has therefore been considered necessary to vest Government with powers of control over school boards similar to those at present exercisable over local bodies.

Recognition to Indigenous Systems of Medicine.

There has been an insistent demand for recognition of Ayurvedic and Unani systems of medicine. Government have now introduced a bill for this purpose. It provides for the registration of such indigenous medical practitioners as have had a full scientific training and also of those who have been continuously practising for not less than 10 years. Provision is also made for those with less than 10 years' practice provided that they prove that they had training considered satisfactory by the Board of Indian Systems of Medicine.

There will be a Board of Indian Systems of Medicine, who will look after registration, training courses, examinations, etc. The Board will also maintain lists of those practising indigenous systems on March 10, 1938, and also of those, who though not registered under any of the registration Acts, have been practising any system of medicine, on March 10, 1938. This will enable Homœopaths and others to come on the list. None but those registered under this Bill or under the Bombay Medical Act, 1912, or entered on the lists mentioned above would be allowed to practise any system of medicine, midwifery, or surgery. But this prohibition will not affect dentists, nurses, midwives or dais. The Select Committee of the Legislative Assembly having reported on the Bill, it is now ready for Second reading.

Resolutions.

The Legislature approved also three important resolutions moved by Government. One of them sought sanction for utilising the Power House at Bhatgar Dam for supplying electricity to certain villages at a cost of Rs. 85,000 and for supplying current to Government House at Poona, Yeravda Jail and Yeravda Mental Hospital at a cost of Rs. 3½ lakhs. Another resolution approved the scheme of making experiments in artificial silk, while the third resolution supported the proposal for converting the Government Law College from a part-time into a full-time institution.

The Legislative Assembly also passed a resolution moved by Mr. V. N. Jog recommending that steps may be taken for the creation of a new Governor's Province by amalgamating all the Kanarese-speaking areas of the Provinces of Bombay, Madras and Coorg.

A similar resolution moved by Mr. N. S. Desai was passed by the Legislative Council. Both these resolutions were accepted by Government.

Civil Liberty.

Never did the press enjoy so much freedom as during the last 12 months. In only one solitary instance was it found necessary to demand security under the Indian Press (Emergency Powers) Act from a Bombay paper for scurrilous writings on communal affairs.

The ban has been lifted from about 100 forfeited publications, and the question of removing it from other forfeited publications is under consideration.

The remaining three "political" prisoners in this Province, of whom two had been sentenced in the Bhusawal Bomb case and one in the Dhobi Talao Shooting case, were set at liberty, and there is now no "political" prisoner convicted before the present Ministry came into power, in any jail of this Province.

The Bill to repeal the Bombay (Special) (Emergency) Powers Act of 1932 was passed almost without a dissentient voice in the Legislature.

Communal Situation.

The communal situation has been on the whole satisfactory. The policy of releasing communal riots prisoners who had undergone a substantial term of imprisonment was tried with success in Poona, Surat and Sholapur.

A serious riot, however, over a trivial incident broke out on April 17th in Bombay City. Three Hindus and a Muhammadan who were playing cards in the Northbrook Gardens, quarrelled among themselves under the influence of liquor. Rumours of a Hindu-Muslim disturbance soon spread in the City resulting in panic which was taken advantage of by hooligans and stray assaults, stabbing and stone-throwing commenced. The Home Minister was at the Police Headquarters within an hour or so of the outbreak and after consultation with the Chief Presidency Magistrate and the Police gave instructions for the issue of a Curfew Order and an Order forbidding the assembly of five or more persons under section 144 of the Criminal Procedure Code. Orders were also issued prohibiting the carrying of lethal weapons and prescribing the routes for Hindu and Muslim funeral processions. Troops were also asked to stand by. The result of these prompt measures was seen at once; a clash that threatened to assume serious proportions was soon brought under control. Sporadic assaults, however, continued for a few days and altogether there were 14 deaths and injuries to 98 persons. But the police continued to comb the city and round up bad characters and in the course of about a fortnight arrested over 2,188 persons, probably the largest number arrested in such a brief period in the history of Bombay riots.

Government were also prompt in taking measures to control the communal press. Six papers had to be placed under censorship and were forbidden to publish any news or comments relating to the riot that had not been approved by the Director of Information.

While the cause of the riot was ostensibly a row among members of a small card party under the influence of drink, it was generally admitted that a communal riot on such a large scale could not have developed in the absence of other circumstances. The ground for it seems to have been carefully prepared by the secret circulation of leaflets and by inflammatory writings in an irresponsible section of the press. The Bombay Government, however, received congratulations from all sides for bringing under control within a short time a serious situation which might have been much worse, but for the prompt action, sound judgment and firmness of Government.

As an aftermath of this disturbance Mr. Munshi introduced in the Legislature a Bill to restore to the police the power of deporting undesirables from Bombay city which had been rendered inoperative by a recent decision of the Courts. He acted with promptitude. The usual seven days' notice of the introduction of a Bill was waived by the Speaker at his request and the Bill introduced on April 25, passed its third reading on the 29th.

Two other minor riots occurred during the Muharram celebrations in March—one at Nadiad in the Kaira District and the other at Dharangaon in the East Khandesh District involving 46 and 23 casualties respectively, but the local authorities were able to bring the situation under control almost immediately.

The Working Committee of the Congress which met in May last in Bombay commended the measures adopted by the Bombay Government to quell the riots to other Provincial Governments.

The fact that peaceful conditions between the two communities prevailed generally during the period throughout the province is due to the good sense of the majority of the people, but Government have noticed with regret that there are individuals in both communities who seem to aim at embittering the minds of their co-religionists against the sister community by exaggerating and giving undue publicity to unfortunate incidents that may have occurred. An example of this is the highly objectionable comment on the recent Hindu-Muslim disturbances in Hyderabad State.

Government think it necessary to repeat the warning that they gave last year that attacks, insinuations and alarmist reports spread against any community will be promptly dealt with and they give notice that from now on they will deal most severely with anyone, whatever his status, whose activities by spoiling the good relations between the two communities do so much harm to the country.

Police.

The reorganisation of certain sections of the Police Force is under consideration. For example, Government are examining the question whether the conditions of service affecting Europeans and Indians in the subordinate ranks of the Bombay City Police can not be modified so as to eliminate the differences between Sergeants and Sub-Inspectors.

Though certain factors arising out of the cost of living might necessitate the retention of special pay for Europeans, Government think that other differences could be composed without impairing the efficiency of the force.

An important change which Government propose to introduce in the Police system is the establishment of a Volunteer Police Corps in Bombay. It is to be a part of the police machinery subject to the control of the Commissioner of Police and will assist the police in times of emergency. The change cannot be introduced without legislation and a Bill will be brought in the Legislative Assembly as soon as it is ready.

Courts.

A scheme for the separation of the Executive and Judiciary is still under examination. In the meantime some reforms in the working of the Courts have been introduced. The hours of work in Courts have been revised and extended to reduce arrears. The District Judges have been instructed to take note of unpunctual or irregular attendance of subordinate judges.

Proposals for cheaper and more expeditious methods of disposal of litigation in Bombay City, including the establishment of a City Civil Court are also under contemplation.

Government have discontinued the system of appointing Benches of Honorary Magistrates in the mofussil. Their places have been taken by single sitting honorary magistrates in all districts. In making the appointments of these honorary magistrates Government have laid down and followed the following principles :—

(*a*) The Honorary Magistrates should be men of status and integrity.

(*b*) They must have educational qualifications which would enable them to write appealable judgments in English.

(*c*) They should not ordinarily be practising lawyers in the district, but if they are, they should be prepared to give up their practice during the term they are honorary magistrates.

Prison Reform.

One of the earliest measures of reform which the present Government took in hand was the reorganisation of the jail system. Government have long felt that the Jail rules required alteration in many respects and that a revision of the Jail Manual was necessary. Pending a complete reorganisation of the system, Government have introduced a number of changes in jails as shown below :

Instructions have been issued to the effect that 'C' class prisoners should be permitted to write 2 letters (one at Government's cost and the other at the prisoner's own), to receive two letters and to obtain one interview in the course of 2 months, while 'B' class prisoners should be given the same privileges monthly. The normal privileges of prisoners in respect of interviews and letters should not be curtailed except in extreme cases.

Orders have been issued that adequate facilities for interviews should be provided, where such do not already exist, in order that both prisoners and their friends should be able to sit down and talk with reasonable comfort. Instructions have also been issued that both prisoners and their friends should be treated with all proper courtesy and tact at the time of interviews as well as on other occasions.

Subordinate Medical Officers have been instructed to show consideration, courtesy and tact in their attitude towards prisoners.

It has been impressed upon all jail officials that Government attach very great importance to the scrupulously fair and courteous behaviour on their part towards their charges.

Members of the Provincial Legislature (including any available lady M.L.A.s or M.L.C.s) residing in the area in which a jail is situated have been brought on the Committees of Visitors, as non-official members, for the Central and District Prisons and the Jails in the City of Bombay. Local M.L.A.s and M.L.C.s have also been included in the Committees of Visitors for sub-jails at the head-quarters of the districts where such Committees existed. Committees of Visitors with the local M.L.A.s or M.L.C.s as non-official members have been constituted for the sub-jails at most of the remaining District headquarters where such Committees did not exist. The Mayor of Bombay in the case of the Bombay City Jails and the President of the local Municipality in the case of the Central Prisons have also been included in the Committees of Visitors as non-official members.

Hand-spinning has been introduced in Yeravda Female Jail experimentally and an experimental class has been opened in the Thana Jail.

Jail authorities have been authorised to grant ordinary and special remission to prisoners up to the increased maximum of $\frac{1}{3}$rd instead of $\frac{1}{4}$th of their sentence.

Orders have been passed that whipping should not be inflicted as a jail punishment without the approval of Government, pending the consideration of the whole future policy of Government in the matter.

The scale of ordinary remission to prisoners has been revised as follows :—

Ordinary convict—from 12 days to 15 days per quarter.

Night Watchman—from 15 days to 18 days per quarter.

Convict Overseer—from 18 days to 21 days per quarter.

In addition to the above, prisoners are to be allowed 10 days remission per standard for educational attainments.

Orders have also been issued directing that the remission granted by Rule 722 of the Bombay Jail Manual should be extended to prisoners employed as hospital attendants, barbers, gardeners, etc.

A new revised and comprehensive list has been printed of newpapers allowed for "A" and "B" class prisoners.

A circular has been issued that the Medical Officer should always take a second opinion if a patient in jail hospital is not progressing satisfactorily.

Chapter XXV of the Bombay Jail Manual regarding special rules for short-term prisoners in the Bombay City Jails has been cancelled.

A section for juvenile female prisoners has been opened in the Yeravda Female Jail.

Schemes have been sanctioned for :

(*i*) the installation of power-driven flour mills in the four Central Jails, three District Jails and the Borstal School, Dharwar ;

(*ii*) the installation of radios in the four Central Jails and the Borstal School, Dharwar ;

(*iii*) the installation of a power-driven water pump at the Borstal School, Dharwar, and

(*iv*) the employment of a Weaving Assistant to organise and instruct the textile Departments of Jails.

A proposal for the reorganisation of jail services is under consideration of Government at present. Sanction has been accorded to an improved scale of diet for "C" class prisoners. Certain forms of manual labour such as hand grinding as at present are proposed to be abolished, except as a punishment. Proposals for introducing flour mills worked by bullocks as in the Punjab and chakkis with ball-bearings in small jails are under investigation. Monetary awards for prisoners' labour will also be given under certain conditions, that is to say, a prisoner will be allowed 3 pies for each day of remission.

The whole question of prison industries is under examination and the Director of Industries has been asked to report on it. But in the meanwhile agricultural assistants in the three Central Jails at Yeravda, Sabarmati and Nasik are being appointed to train prisoners in vegetable gardening.

Special measures are being adopted to promote education among the jail population. Appointments of two trained teachers to work among prisoners at the Sabarmati and Belgaum Central Jails are being sanctioned, and Magic Lantern lectures will be provided in principal jails as soon as suitable arrangements are ready.

Facilities for those observing religious fasts are also being provided. Under the existing rules Muhammadan prisoners are allowed to observe fast during Ramzan. It is now proposed to extend these facilities to other communities as well, Hindus being allowed to fast on Rannavami, Gokul Ashtami, Maha Shivaratri and on Ashadhi and Kartiki Ekadashis. Suitable diet will be given to those who observe fast on these days.

Government have also under consideration proposals for the issue of chaddars to prisoners during hot weather, and for introducing electric lighting in the district prisons at Dhulia and Bijapur and improved lighting arrangements in other jails to enable prisoners to read at night.

The Visapur Prison Farm has been closed as the recent investigation into its administration, which was far from efficient, revealed that it was not advantageous to continue it. The prison population of Visapur has been transferred to other central prisons where accommodation was available and this will result in an annual saving of about Rs. 56,000.

Criminal Tribes Enquiry.

The Committee appointed to enquire into the working of the Criminal Tribes Act has recently completed its labours and is expected to submit its report shortly.

Meanwhile, orders have been passed that in the Criminal Tribes Settlements each religious community should have religious teachings from its own priests and the religious teachings from the Christian Padres should be restricted to the Christians already converted.

Arrangements have been made in the Settlements for a Hindu Kirtanakar in Hindi once a week for the benefit of the Hindus and for a Moulvi once a week for the benefit of Mahomedans.

Compulsory Bible teaching has been stopped and orders have been issued that no religious teacher should preach or teach tenets of his religion to members of another community.

Government Servants and the Public.

Special instructions have been issued to Government officers, impressing upon them the need for closer contact between themselves and the public. The Commissioners and Collectors have been told to get into touch with the local leaders of the people where their co-operation could be helpful.

A successful administration requires harmony and understanding between the general public and Government servants. Abusive attacks on the services, it is pointed out, do not help the public, without whose co-operation no progress is possible.

A strict warning has been issued against the acceptance of parties by Government officers on their visits to villages at the expense of the villagers.

Government servants are now permitted to attend political meetings or party gatherings provided they take no part in them which would

indicate or suggest their political or party leanings. There is also no bar to watandars, other than officiating watandars, becoming members of political organisations but, when watandars officiate, they are considered as Government servants and as such they have to sever all connection with such organisations.

Anti-Corruption Drive.

Government have been striving to root out corruption among subordinates wherever it exists. Special instructions have been issued to Heads of Departments to take prompt steps to investigate charges of corruption when they are brought to their notice and they have been asked to submit six-monthly statements showing cases dealt with. The Revenue Minister recently held a series of Divisional conferences of responsible Revenue officials for inviting suggestions for the suppression of the evil among revenue subordinates.

Communal Proportion in the Public Service.

The attention of all Heads of Offices has been invited to the orders of Government regarding the recruitment of the Backward and Intermediate Classes and they have been asked to see that these orders are strictly observed.

Reinstatement of Officials.

Orders have now been passed in the Revenue Department reinstating all permanent whole-time Government servants in that Department, including 11 talatis in Kaira and 3 in Surat, who resigned their posts in 1930–31 in connection with the civil disobedience movement. Pensions which had been forfeited for offences relating to the civil disobedience movement have also been restored.

In most cases the men who resigned were in the subordinate services, but there were two Provincial Service Officers who resigned, namely, the Honourable Mr. Morarji Desai and Mr. Durlabhji Desai. The Honourable Mr. Morarji Desai has waived any claim to a pension, but Government have relaxed the ordinary pension rules in favour of Mr. Durlabhji Desai who served for over 26 years before his resignation and he has been given a special pension of Rs. 150 a month.

Orders have also been passed directing the re-employment of men in the Public Works Department who had resigned or were dismissed in connection with the civil disobedience movement of 1930–31.

Similar cases are being examined in respect of teachers who took part in the civil disobedience movement and orders are being issued from time to time. The examination will be complete within a short time.

Instructions to Talatis.

There were complaints against talatis leaving their headquarters and living outside the village. Government have issued special instructions requiring all talatis to reside within their *saza* unless specially exempted by the Mamlatdar or Prant Officer. Talatis acting in contravention of these orders will be punished with fine or reduction in pay on the first occasion and with dismissal on the second.

Relief to Ryots.

Proposals for the formulation of new principles of land revenue assessment and for the protection of tenants are under examination. A new bill aims to protect tenants from eviction where these hold land in tenancy for not less than 6 years immediately preceding 1st January 1938 in Inam, Khoti or Talukdari village, or if the landlord owned 33⅓ or more acres of irrigated land or 100 or more acres of other land in ryotwari areas. This security is however subject to certain conditions, namely, the desire of the landlord to cultivate the land himself or to use it for a non-agricultural purpose, failure by a tenant to pay rent, bad or injurious tenancy, sub-letting the land, or failure to cultivate himself. A protected tenant will be entitled to compensation on eviction where he has made any improvement on the land held by him and his tenancy will be transferable to his heirs under certain restrictions; but his rights cannot be mortgaged or otherwise alienated, nor will they be liable to seizure or sale by process of any court. The bill also provides the procedure for determining the reasonable rent payable by the protected tenant. The proposed reform will affect tenants in 2,084 Inam, 677 Khoti and 503 Talukdari villages and also tenants of 9,000 out of 22 lakhs holders in ryotwari areas. The bill also provides for suitable remission and suspension of rents in case of failure of crops and prohibits exaction of all cesses, rates and customary service from tenants.

A comprehensive measure for the relief of the indebted ryot is likewise being prepared. In the meanwhile Government have taken a number of other measures for the benefit of the agriculturist. The Small Holders Relief Act passed at the January session of the Legislature has given them protection for a while against eviction or loss of property in execution of decrees of civil courts. The rate of interest on all tagavi loans including those outstanding on 1st February 1938 has been reduced to 5½ per cent. A sum of Rs. 5 lakhs originally intended to give permanent reduction in land revenue in excessively assessed parts has been utilised for extending relief to ryots in distressed areas. A scheme for a graded tax on agricultural income is being looked into.

Other Measures of Rural Relief.

The overhauling of the village panchayat system is in hand, and a draft bill on the subject is before the Legislature. It has passed its first reading and is now under consideration by a Select Committee appointed by the Legislative Assembly. Government have in the meanwhile

provided over Rs. 4 lakhs for the initial activities of these panchayats. Government lands, wherever available, will be placed at their disposal for providing open spaces to villagers and a special allotment of Rs. 1 lakh has been set apart to enable the panchayats to acquire lands for such purposes where Government land is not available. A sum of Rs. 10 lakhs has been sanctioned for the supply of drinking water to villages. A like amount was provided last year, but could not wholly be spent for want of organisation.

Co-operation.

Among the questions of rural reconstruction which first engaged the attention of the present Government was the reorganisation and development of the co-operative movement with a view to utilising it as an effective agency for promoting rural economic welfare. Government appointed two experts to examine and report on the present position of the movement in the province and to suggest further lines of development. The proposals submitted by these experts provide remedies against frozen credits, promotion of banking unions, reorganised audit, revival and development of secondary occupations and cottage industries, and for the reorganisation of the Provincial Co-operative Institute.

Development of Agriculture.

Efforts are being made to bring to the notice of the cultivator improved methods of agriculture. Non-official agricultural agents are being appointed in charge of larger villages or groups of villages to assist the agricultural officers in propaganda work. It has also been decided to establish 50 taluka demonstration centres in the first instance in order to enable the ryots to utilise the results of successful research work carried out at Government research stations and farms. These centres will be organised on cultivators' lands at or near taluka headquarters and will be cultivated in accordance with the methods advocated by the Agricultural Department, the land and produce remaining the property of the cultivator-owner. They will also be developed as seed and implement distribution centres, and wherever possible, as horticultural dairying and live-stock improvement demonstration centres also. Ultimately when the scheme is in full working order 180 taluka demonstrations will be organised, but a beginning is being made in the present year with 50 stations as indicated above. Government have also set up a special travelling organisation for helping the mango growers in the destruction of mango hopper with the help of insecticidal treatment of the pest. Skilled spraying parties have been organised by the Agricultural Department to combat with Bordeax mixture the Koleroga disease of betel-nuts in the Kanara district. Schemes for investigation into *striga* attacks on jowar crops and other schemes for the improvement of agriculture, etc., at a cost of about Rs. 1,20,000 have been sanctioned. Over 8,315,000 acres are under jowar cultivation in the province and *striga* occurs in the Karnatak, the Deccan and Gujarat, though the soil

and climatic conditions differ in these parts. A scheme for eradication of the disease on the lines suggested by the Imperial Research Council of Agriculture is therefore considered necessary. Government have also sanctioned Rs. 40,000 for improvement of the tobacco crop in the Karnatak.

The importance of improving pastures for cattle has been specially stressed. A Provincial Fodder and Grazing Committee has been constituted for the examination and control of fodder measures.

Forest Grievances.

Government have decided to open a Rangers' course at the College of Agriculture, Poona. This has become necessary by the abolition of the Forest College at Coimbatore, where the Bombay students used to be sent for training. The course is open to candidates who are selected for the Bombay Forest Service and those who are deputed by other provincial Governments or Indian States.

Encouragement is given to private persons to plant trees for producing edible fruit in open forest lands in charge of the Forest Department. Any person availing himself of this concession will be given a sanad and the rights obtained under it will be continued to his legal heirs, without giving any proprietory rights over the land which belongs to Government.

The Revenue Minister visited Kanara for a personal inquiry into the grievances of villagers and after inspecting the various forest tracts, he held an informal conference of officials and non-officials to discuss certain suggestions which had been received from several quarters. The conclusions of these discussions are under consideration but, in the meantime, a substantial concession to villagers has been sanctioned. There will be no forest within half a mile of any substantial village or within a quarter mile of any substantial cultivation wherever the villagers assure the Collector that they will undertake to keep the area assigned to them clear of undergrowth. This measure, apart from redressing a long standing grievance, will place at the disposal of villagers considerable areas which can eventually be utilised for co-operative or collective farming.

Waste Lands.

Small and scattered waste lands will be given on restricted tenure to individuals who may be landless or whose holdings may be too small to be economic. Larger tracts will be placed at the disposal of co-operative societies or agriculturists for collective cultivation.

Restoration of Forfeited Lands.

The policy of repurchasing at Government cost lands forfeited during the civil disobedience movement with a view to restoration to the original holders which had been approved by the Legislature, was explained in the last Review. Negotiations set on foot in pursuance of that policy

have not been successful in obtaining lands in most cases, and Government have since decided to acquire these lands by legislation. A bill to this effect has been passed by the Legislature.

Prohibition.

The prohibition policy already announced in the previous report has been put into force in certain parts of the Province. Three rural areas Newasa and Sheogaon taluka and Pathardi mahal in the Ahmednagar district ; Kumta and Ankola talukas in the Kanara district, and Wagra and Jambusar talukas in the Broach and Panch Mahals district and one industrial area consisting of Ahmedabad City, Cantonment of Ahmedabad and 27 villages around them and Suburbs, have been declared to be " dry areas " where licenses for the retail sale to the public of country liquor, toddy and foreign liquor including spirits, wines and beer have been stopped. The import into and possession in the rural dry areas of up to one bottle of country or foreign liquor and of small quantities of other intoxicants is permitted, while in the Ahmedabad Dry Area the import and possession of country and foreign liquor is restricted to persons licensed under permits and to the amounts shown in the permits. Provision has been made within all the dry areas for the sale of opium and hemp drugs to persons certified to be addicted to the use of these drugs from a single drugs shop. One shop for country liquor, one for foreign liquor and one for toddy have been provided within reasonable distance of Ahmedabad to enable permit holders to obtain their supplies.

The result of these experiments is being very carefully watched since the primary object which they are to serve is to provide data on which the pros and cons of introducing total prohibition into an ever widening area may be estimated. For this purpose a special observation staff has been appointed. Though it is early to speak of results, the evidence so far is on the whole favourable. One remarkable factor is the almost complete neglect by the industrial population of Ahmedabad of the facilities offered for the obtaining of permits.

Meanwhile from August 1st an experiment of total prohibition has been started in Bardoli taluka and in part of Mandvi taluka of Surat district that is comprising the villages of Tarsada, Bargama, Varjakhan, Jankhla, Birama and Sadadi, as this area has been held to be peculiarly favourable for the successful working of this experiment.

A Prohibition Department has been established and is at present working at Ahmedabad. It has proved a most efficient instrument in assisting the smooth introduction and working of prohibition in Ahmedabad.

Government have also closed, since the beginning of April, 205 country spirit shops, 507 toddy shops and booths, 60 hemp drug shops, 72 opium shops and 11 foreign liquor shops at a sacrifice of revenue of nearly Rs. 5 lakhs.

Sixty-four excise shops in the province have been ordered to be removed to unobjectionable sites, the new sites to be over 100 yards from a hospital, school or place of worship and not in the close vicinity of mills and factories, at a cost of Rs 1 lakh of revenue.

An examination of the figures of sales of country liquor, toddy, and foreign liquor in Bombay City showed that a large proportion of the total consumption takes place on the monthly pay days of mills and on the next day following. The temptation of liquor and toddy shops being open on the days when the mill labourer has just received his pay leads to a serious waste and economic loss to the labouring classes. Government therefore decided to close from August 1938, all excise shops in the Town and Island of Bombay (excluding opium and hemp drug shops) on the monthly pay days of most of the mills and factories and the day after, these days usually being the 10th and the 11th of the month. The cost of this measure is estimated at Rs. 7·30 lakhs during the current year.

Besides the introduction of dry and total prohibition schemes and the closure and removal of excise shops, Government has sanctioned a sum of Rs. 40,000 for prohibition propaganda as a part of its prohibition policy.

Medical Relief for Rural Areas.

The Bombay Government have recently sanctioned two important schemes for providing medical relief in rural areas.

The first relates to the extension of a former scheme for subsidising medical practitioners in six selected rural centres. Government have now decided to open, in all, 200 centres for medical aid in the province by giving subsidies to private medical practitioners. The subsidy will be given to Allopathic medical practitioners and to some Ayurvedic and Unani practitioners who may get themselves registered.

Under the new scheme each subsidised medical practitioner professing the allopathic system of medicine will ordinarily be in charge of three or four villages easily accessible by road or rail, and he will be expected to visit them on definite days of the week. He will be subject to such rules or orders as have been, or may from time to time be, prescribed by Government. He will receive a subsidy of Rs. 50 a month *plus* a fixed travelling allowance of Rs. 25 a month if his duties are not confined to one village area. He will also receive an annual grant of Rs. 350 for medicines and instruments. The total cost of subsidising each medical practitioner will thus amount to Rs. 1,250 per annum on the assumption that he will ordinarily be allotted three or four villages. Four-fifths of this cost (or Rs. 1,000 a year on account of each subsidised medical practitioner) will be borne by Government, and the remaining one-fifth will have to be borne by the District Local Board concerned. The conditions relating to the payment of subsidies to Ayurvedic and Unani medical practitioners will be the same as those relating to the payment of subsidies to medical practitioners of the Allopathic system, with the difference that the Ayurvedic and Unani medical practitioners will be paid a subsidy of Rs. 30 per mensem each *plus* a fixed travelling

allowance of Rs. 15 per mensem each and that the allowance for medicine to be placed at the disposal of each such practitioner will be Rs. 150 per annum.

Qualified Nurses and Midwives.

The second scheme of medical relief consists of a special provision for an increased number of qualified nurses and midwives in the districts. Under a scheme sanctioned in 1936, Government undertook to pay one-third of the cost of any additional nurses employed by the District Local Boards. The response of the District Local Boards was disappointing. Few Boards took advantage of the facilities offered by Government. The scheme has now been revised and it provides for the appointment of four additional qualified nurses or midwives in each of the nineteen districts of this province, except the Bombay Suburban District. The nurses and midwives employed under the scheme may either be attached to the District Local Board dispensaries or allowed to settle and work in a group of villages like the subsidised medical practitioners, as the District Local Board may desire, subject to the approval of the Surgeon General. The above scheme will cost over Rs. 36,000 to Government.

Economic Survey.

The question of the economic and industrial development of the province is seriously engaging the attention of Government and with a view to provide a well planned scheme on the subject, a Committee has been appointed to make an economic and industrial survey of the province. The Committee will examine the position of small industries in relation to agriculture and large industries and will advise Government on the measures to be taken to promote economic development of the province.

Industrial Advisory Board.

An Industrial Advisory Board has also been constituted to advise Government on all schemes or proposals relating to industrial development in the province.

New Industries.

Important steps are being taken to develop new industries in the province. While encouragement to cottage industries, such as hand weaving and spinning, khadi manufacture, hand made paper, etc. still continues, Government have started experiments in other directions also.

A scheme has been approved for making experiments in artificial silk and the possibilities of developing a sericulture industry are being examined. Investigations are also proceeding with a view to develop the paper industry. A scheme for helping a pencil industry if the quality of wood found in the forests is suitable is also under consideration. The Southern Division of the province abounds in stone which

can possibly be used for the manufacture of slate. Samples of stone have been sent to America for ascertaining their value for starting an industry of this kind. The leather tanning school already sanctioned will come into existence early next year, by which time the requisite buildings will be ready at Chamdevalla-Ki-Wadi at Khar (Bombay Suburban District). The school will teach not only the processes of leather tanning but also those of preparing finished products from leather.

Schemes for the development of the fishing industry are also in progress. One of these provides for the construction of a big launch costing about Rs. 40,000 and the appointment of a demonstrator to teach fishermen modern technique, while a biologist will be entrusted with the work of grading fish according to quality.

Sanction has also been accorded to the establishment of two model demonstration fish curing sheds in the existing fish curing yards at Malwan in the Ratnagiri district and Majali in the Kanara district where demonstrations of improved methods of curing fish will be given for the benefit of the fishermen.

Government have also sanctioned a scheme for establishing a pottery factory in Bombay and a special research worker has been engaged for this purpose.

Provision is being made by the Industries Department for dyeing demonstrations in villages, a wool weaving school, village farming, lacquer work and art crafts.

The Committee appointed to advise Government regarding the purchase of Swadeshi goods for Government Departments has submitted its report.

The State-Aid to Industries Rules are being liberalised so that it will not be necessary for applicants for loans to furnish sureties; it will be enough if they are able to give adequate collateral security the value of which is twice the amount of the loans asked for. Simple interest will be charged instead of compound interest.

The present limit of Rs. 10,000 up to which loans could be granted to any one individual will be done away with. Many enterprising persons applied to Government for grant of loans and these applications are being dealt with on merits. It may, however, be mentioned that the All-India Spinners' Association has been granted a loan of Rs. 38,000 free of interest, repayable after 2 years.

Purchase of Stationery and Stores.

Government have instructed the Superintendent, Government Printing and Stationery, to purchase only Indian made articles whenever available, and not to purchase foreign articles without the previous sanction of Government.

MO-II Bk H 995—2a

Local Self-Governing Institutions.

Government have issued from time to time general instructions to local bodies advising them to put their own houses in order.

Government have themselves adopted measures with a view to preventing maladministration in local bodies, and as an earnest of their determination to promote civic well-being they have in a few cases superseded some local bodies where there was a reason to believe that the administration was far from satisfactory, e.g., Ashta Municipality and the Village Panchayat of Kurhe.

An Enquiry Committee has been appointed to examine and report on the affairs of local bodies.

Soon after the amendment of the Local Boards Act, and the Municipalities' Acts, Government reconstituted the District Local Boards in the Northern, Central and Southern Divisions and the various municipalities whose terms of office were due to expire on or before the 31st October, the basis of reconstitution being uniform.

Relief to Harijans.

The Bombay Government can claim to have given a bold lead to the rest of India in dealing with the Harijan problems. The Bombay Harijan Temple Worship (Removal of Disabilities) Act passed in the early part of the year was a statutory measure permitting trustees of temples, if they so desire, to open Hindu temples for worship to Harijans. It is an enabling measure and removes certain legal difficulties in the way of those who are convinced of the justice of the claim of Harijans for free and unrestricted admission to temples for worship. The reaction to this seems to have been very favourable. Many temples have recently been thrown open to the depressed classes.

Government have devised stringent measures to safeguard the rights of the Scheduled Classes in regard to the use of public wells. All officers of Government are enjoined to deal severely with all cases where Scheduled Castes are prevented from using the wells. In particular steps are taken to ensure deterrent punishment for those who foul the drinking water of Scheduled Castes, to stop or curtail grants to local bodies and, if necessary, to supersede them in case they fail to carry out their obligation to throw open public wells and tanks to all castes and communities without distinction.

Government have also warned local authorities that no grants will be paid to them in respect of a school where admission is refused to Scheduled Caste pupils on grounds of caste or community, and it is emphasised that it is the declared policy of Government that no discrimination should be made against Scheduled Castes, in educational institutions aided from public funds.

Instructions have been issued to the Superintendents of Police to see that the rules which forbid any discrimination against members of the Scheduled Classes in respect of the use of public buses or conveyances are strictly enforced and that breaches of these rules are severely dealt with.

The rules recently framed under the Police Acts provide that no person keeping a public place of entertainment under a license shall refuse admission to any member of Harijan caste or Scheduled Classes on the ground of their caste. A breach of the rule will entail the forfeiture of the license.

Bhils and Aboriginal Tribes.

The improvement of the economic and social conditions of the Bhils and other aboriginal and hill tribes in the partially excluded areas has been the special concern of Government. Government servants of all departments concerned with the partially excluded areas have been charged with carrying out this policy. In order to ascertain how this policy could be further developed and improved, Government detailed a special officer to take stock of the present situation and to put up proposals. He has submitted a valuable report which is under their consideration.

Education.

Government have long recognised that problems arising out of the poverty of the masses cannot be satisfactorily solved by any temporary expedients like debt relief or remission of land revenue. A permanent remedy against this evil lies in raising the economic efficiency or purchasing power of the people and this can be largely advanced by education. It is for this reason that Government have attached the greatest importance to their educational policy which, as has already been announced, definitely aims at overhauling the existing system. Government have appointed several committees to report on different aspects of the problem and some of their reports are dealt with below.

The Primary Education Act, 1923, already referred to above, has been overhauled to remedy some of the evils in the machinery of primary education. More funds have been given to the several agencies which look after primary education. The grant to the Ahmedabad Municipality for primary education, which had been withheld since 1930 for participation in the civil disobedience movement has been restored. Government have restored the remaining 8 per cent. cut in the grants to local authorities at a cost of over Rs. 8 lakhs ; Rs. 1 lakh have been allotted to help local bodies in providing school buildings ; and Rs. 3·35 lakhs have been allotted for additional grants on account of such admissible expenditure incurred by local bodies for which no grant was being paid to them in the past owing to financial stringency. Attempts are being made to stimulate interest in the study of Hindustani and Government will give assistance to those who are making any serious effort in this direction. It is also proposed to provide facilities for teachers under training to learn Hindustani.

Special provision of Rs. 85,000 has been made for educational facilities to the Backward and the Intermediate Classes and Mahomedan girls. Additional scholarships and free studentships in schools and colleges have

been sanctioned for them out of the above provision and grants have been provided to Harijan Sevak Sanghs and other hostels conducted for Harijan boys and girls.

Recognition of Vidyapiths.

Government have suitably dealt with the long standing question of the recognition of students who had abandoned Government or aided institutions in favour of National educational institutions. Orders have been passed that degrees and diplomas issued by the Gujarat Vidyapith and Tilak Maharashtra Vidyapith before 1932 must be regarded for the purposes of Government and semi-Government service as equal to corresponding degrees and diplomas of the Bombay University.

Physical Education.

Government have passed orders on the recommendations of the Physical Education Committee whose report was mentioned in the last six-monthly report. It has been decided to make physical education compulsory for all children. Arrangements are also being made for the medical examination of each pupil to determine his fitness for receiving physical training. Special grants will be given to schools for this purpose.

Government have established a Board of Physical Education to advise on these matters. The Board will consist of six non-official members nominated by Government with the Director of Public Instruction and the Director of Public Health as *ex-officio* members. A training institute for physical education is to be established at Kandivli where arrangements will be made to train 100 candidates for about nine months in a year. The Institute will start work from the 1st November 1938.

Female Education.

Government has issued orders to convert all the Government Middle Schools for girls, viz., those at Thana, Nasik, Ahmednagar, Dharwar and Bijapur, into full-fledged high schools and higher classes will be added to them from the year 1939–40.

Muhammadan Education.

In response to the Muhammadan public feeling in Poona, a Muhammadan lady has been appointed as the Lady Superintendent of the Urdu Training College for Women, Poona. It has also been decided to convert the Anglo-Urdu Middle School for girls, Poona, into a full-fledged high school and steps are being taken to popularise the school among the Muhammadan girls on the basis of the recommendations made by Mrs. Faiz Tyabji, M.L.A., who was requested to make a report in the matter. Without reference to the grant-in-aid code rules a liberal grant of Rs. 6,000 non-recurrent and nearly Rs. 5,500 recurrent has been given to a Muhammadan Purdah Girls' School in Bombay as a special case.

Vocational Education.

The committee appointed to report on the question of vocational training for boys and girls in primary and secondary schools has laid stress on the need of reorientation of educational ideals. According to it education should be made thoroughly practical both in the primary as well as in the secondary stages with a view to bringing schools into intimate touch with the life, needs and traditions of the people. The committee considers that the principle of educating children through purposeful creative activities leading on to productive work is sound and that its adoption is best calculated to remedy the main weakness obtaining in the present system of education. It is further urged by the committee that a continuous course of seven years should be the minimum education for every child and that the secondary course should consist of four years and begin at the end of a seven years' course of primary education.

Government are taking steps to convert some of their High Schools for Boys into junior vocational schools of the Agricultural, Technical and Commercial types.

Adult Education.

The Adult Education Committee has made some very useful recommendations. According to the Committee the first step in the programme of adult education, as it affects the villager, is to endeavour to help him to overcome his dejection and apathy and to find an interest in life, the second stage being the attempt to lead the villager actually to experience the resources available in his natural environment so that he may provide himself with amenities of life and be able to protect himself against calamities. The Committee advocates the creation of a central Adult Education Board to organise and control the adult education movement in the province. Government have constituted such a Board and will in consultation with it issue orders for the spending of the amounts provided in the current year's budget for this purpose.

Rural Broadcasting.

The Educational potentialities of the Radio have been fully recognised. but its progress in rural areas must largely depend on the spread of electric power. Government have recently decided to provide a radio set for each taluka headquarter town where electric energy is available.

Primary Teachers.

The importance of providing suitable training to primary teachers to meet the new conditions has not been overlooked. A special committee was appointed to examine the question and its report has been published.

Secondary Teachers.

In order to increase the number of trained teachers for secondary schools it was proposed to start another Government Secondary Training College at Poona as a part of the scheme for the revival of the Deccan College but in view of the strong public feeling in the Karnatak for starting such a college in that area it has now been decided to open the college at Belgaum and to provide facilities in it for Kanarese as well as Marathi speaking graduates. Government also propose to introduce a scheme for the starting of provident funds for secondary teachers in recognised schools.

Deccan College.

The Deccan College which was closed down in 1934 is being revived as an institution for post-graduate research in History and Linguistics in the first instance. A committee of four experts appointed by Government to draw up a scheme has submitted its report on which action is being taken. It is hoped that the institution will now soon be starting.

Grant Medical College.

Steps have also been taken to improve teaching at the Grant Medical College where the teaching staff for clinical and non-clinical subjects has been reorganised.

Literacy Campaign for Children of School-going Age.

Of the 21,668 towns and villages in this Province about 12,693 villages are still without primary schools. The problem of providing educational facilities in these villages presents many difficulties. Although nearly 300 of these villages have a population of 950 or more, only a few of them form compact units. They are generally aggregates of a number of small scattered hamlets where access is difficult, especially during the rainy season. It is very doubtful how far 8,371 of these 12,693 villages, which have a population below 400 will be able to provide attendance adequate for the establishment of Local Board schools. While therefore a sum of Rs. 47,000 has been allotted for opening 200 local board schools in villages with a population of 1,000 or more, it has also been decided to give special encouragement to persons and associations to start voluntary schools in as many villages as possible. Efforts will be made to see that these voluntary aided schools are properly organised and managed. A sum of Rs. 4 lakhs has been placed at the disposal of the Director of Public Instruction for distribution among voluntary and other agencies who may come forward to start such schools and wide publicity has been given to the conditions on which capitation and equipment grants will be paid to such schools. A simplified and practical course of instruction for these schools has also been drawn up for the guidance of village teachers.

Irrigation.

As already stated in the last report, the whole irrigation policy is under revision. The Committee presided over by Sir M. Visvesvaraya has presented a report which is under examination. Government have set apart Rs. 12½ lakhs for minor irrigation works and an additional provision has been made for a detailed survey of certain projects in Belgaum, Bijapur and Dharwar. The Meshva irrigation project in Gujarat, which will cost about Rs. 12 lakhs, is being revised. The question of the use of tail water of the Tata Works at Khopoli is under examination, and it is hoped that this waste water will shortly be put to agricultural use.

Ambernath Water Supply.

A project for utilising the tail race water of the Ulhas River for supply to the South Salsette area including *en route* the towns of Kalyan, Dombivli and Thana, has been prepared and is under the consideration of Government. The scheme is estimated to cost Rs. 91 lakhs inclusive of Rs. 12 lakhs of the existing capital of the Ambernath water works, but it will meet the ever increasing demands of the rapidly developing suburbs for an adequate and unfailing supply of potable drinking water.

Cheap Electricity.

If Government's plans of encouraging industry and developing agriculture are to succeed, some provision for cheap electricity must be undertaken. The production of electricity on a large scale and its transmission from a few central stations to consuming centres is likely to ensure a cheap supply with a fair margin of profit on capital. The question of using hydro-electricity from the Lloyd Dam at Bhatgar and at the Wilson Dam at Bhandardara has been investigated. But a full survey of the province is considered necessary.

Government have therefore ordered a survey of the power resources of the Province of Bombay with special reference to the possibility of establishing big central thermal and hydro power houses to generate electricity at cheap and economic rates and to put up a grid system interlinking the various power houses in the Province of Bombay to make electrical energy available both in urban and rural areas at cheap rates.

With a view to protecting the interests of consumers of electrical energy, orders have been issued that every electric license to be granted hereafter should be subject to certain terms, which would ensure the division of net profits (after allotting a guaranteed minimum to the licensee) among shareholders or the licensee and the consumer. An investigation into the rates already levied and the maximum that could be charged by all the Electric Supply Companies is being carried on by a special committee presided over by Diwan Bahadur K. M. Jhaveri.

Roads.

Government have recently revised the entire road policy and drawn up a seven year programme of development of communications costing about Rs. 4 crores. The scheme for the construction of the Bombay-Ahmedabad road is awaiting the approval of the Government of India. Schemes for constructing a road from Surat to Dhulia and from Bulsar to Nasik are also under consideration.

The policy of Government is to provide missing links in the existing roads such as bridges and other approaches and to improve and resurface arterial roads so that they will stand up to modern traffic. Dustless surfaces are also to be provided to important sections of roads and to roads passing through towns and villages; nor are the villages to be forgotten; it is definitely in the general public interests to open up rural areas and facilitate the movement of agricultural produce. Government have framed a comprehensive programme of feeder roads connecting villages with market towns, rail heads, and main roads.

Government have decided to spend from the Central Road Development Account Rs. 34 lakhs for widening and improving other roads of which Rs. 16 lakhs would be spent in the Southern Circle; Rs. 9 lakhs in the Central, Rs. 2 lakhs in the Deccan Irrigation and Rs. 7 lakhs in the Northern Circles. A further sum of about Rs. 3 lakhs is being spent on communications from the general revenues of the Province.

Government have at a total cost of about Rs. 60 lakhs decided to modernise the Bombay-Poona and the Bombay-Nasik roads by providing a cement concrete surface having a 20′ roadway and 2′ metalled side widths. A beginning on the former road has already been made by providing Rs. 2 lakhs from the Provincial Road Fund and Government have appointed a Committee to investigate and report on the question of cheap and durable village roads and other roads. The deliberations of the Committee are over and the report is expected shortly.

Village Roads.

Government have allowed Rs. 4½ lakhs for the construction of approach roads to villages during the current year in addition to the usual grant of Rs. 7,96,000 to the District Local Boards for local public works. Instructions have also been issued, on the recommendation of the Legislative Council, to officers and departments concerned to provide facilities to Scheduled Classes to take up contracts for construction of village roads, wells and other works of similar character.

Minor Ports.

Government have appointed a Committee to suggest improvement of minor ports in Kolaba, Ratnagiri, Kanara Districts, Dholera and Broach in Broach District and Bulsar and Surat in Surat District. The report of the Committee has been received and is being examined.

Labour Problems.

Labour problems continue largely to engage the attention of Government whose policy was once again commended by the Working Committee of Congress. The interim report of the Bombay Textile Enquiry Committee was generally accepted by all parties concerned and largely helped to ease the labour situation in Bombay. The wages and conditions of work of workers engaged in shops are being examined and will form the subject of a Bill to be shortly introduced in the Legislature.

An important measure for the peaceful and amicable settlement of industrial disputes has been introduced in the Legislative Assembly. The basic idea of the Bill is to ensure that the redress of the grievances of industrial workers is taken in hand without delay and for this purpose it is provided that no employer can make any alteration in the conditions of service, wages, etc. of his employees without giving them due notice and at the same time informing the Government authorities who will function under the Act, the Labour Officer, the Conciliator—and in some cases the Registrar—as well as registered unions or other representatives of the workers. Negotiations with regard to the acceptance or the refusal of the proposed change will then take place and if agreements are reached they will then be properly drawn up and registered with the Registrar. Only if the parties fail to reach an agreement is a trade dispute considered to have occurred and the official Conciliator will then step in and endeavour to bring about a settlement of the dispute. If he fails or if Government otherwise order a Board of Conciliation may be appointed.

The Bill provides for an Industrial Court which is a distinctive feature of the new measure and which, it is hoped, in the course of time, will play an important part. The Industrial Court will be a voluntary Court of Arbitration to which an industrial dispute can be referred by the parties for a final and binding decision.

The Factories Act has been now extended to factories employing ten persons or more where manufacturing processes are carried on with or without power.

While problems of housing labour in Bombay City are not easy of solution, Government has taken some initial measures to improve conditions in the Development Department Chawls. It has been decided to spend about Rs. 10 lakhs to make the chawls at Worli, Naigaum, DeLisle Road and Sewri more comfortable and suitable for labourers to live in. Special provision has been made to provide necessary amenities such as electric lights in the rooms, play grounds for children and radio sets. There will be rooms reserved for reading and recreation purposes. Social workers have been appointed to look after sanitary arrangements and undertake social propaganda to improve the habits of the tenants.

Government have provided one lakh of rupees for labour welfare work in industrial centres such as Bombay, Ahmedabad and Sholapur and they propose to appoint suitable welfare officers in such areas to carry out the work.

Rent Control.

The conditions and rentals of premises occupied by the working and middle classes in cities have been under the consideration of Government for some time. A Committee has recently been appointed to examine the whole question in relation to conditions in the cities of Bombay, Ahmedabad and Sholapur and to report whether any control by legislation is necessary.

Stock Exchange Reforms.

The Morison Committee Report came under the review of Government who have accepted practically all their conclusions. The rules of the Bombay Native Share and Stock Brokers' Association have been revised, embodying many of the reforms suggested by the Committee.

Government have not overlooked the necessity of some effective measures to control forward trading both in stocks and shares and commodities. The Bombay Securities Contracts Control Act, 1925, is said to be ineffective for controlling or regulating transactions in shares and stocks, because the Act does not provide that contracts not made in accordance with the rules issued under it are illegal. It only provides that such contracts are void. Likewise it has been urged that the Cotton Contracts Act has been ineffective in restricting voidable contracts. Government have invited the opinions of commercial bodies on these and cognate questions.

Salt Concession.

The concession regarding the private manufacture and collection of salt granted under the Delhi Pact has been restored by the Government of India at the instance of the Bombay Government to those areas where, on account of abuse, it had been cancelled. Local residents in villages immediately adjoining the areas where salt could be collected or made are permitted to collect or make salt for domestic consumption or sale within their respective villages *but not* for sale to people living outside the village concerned.

Unemployment.

Government have accepted the recommendation contained in the following resolution passed by the Bombay Legislative Assembly in January last and instructed all Departments of Government to give effect to it :

> "This Assembly recommends to Government to issue instructions to all Departments of Government, semi-Government bodies, Municipal Corporations and Municipalities to insert in all contracts and agreements with all manufacturers and suppliers for the supply of stores, materials, machinery or services a clause to the effect that the manufacturers concerned and the suppliers concerned shall afford

or procure, as the case may be, every facility to Indian apprentices for practical training in factories, workshops or offices, owned, managed, controlled or patronised by them so as to enable the Indian apprentices to acquire a full knowledge of the technique and work of their trade, industry, calling or profession."

Retrenchment.

Since Government took office, they have been devising various measures of retrenchment. It was at one time believed that reduced scales of salaries could be applied to nearly all classes of Government servants, but there are obvious difficulties in resorting to this course. Government servants at the lower end cannot have reduced salaries, while those appointed by the Secretary of State also cannot be subjected to a cut without the sanction of that authority. The question of revised and reduced scales to new entrants is under examination.

Government appointed a special officer for examination of the contingent expenditure of the various offices and Departments of Government in order to check any waste that may be taking place and to suggest economy. The re-examination and application of the Thomas Committee's recommendations where they have not been given effect to will probably lead to more savings.

Proposals regarding reduction of travelling and other allowances mentioned in the last "Review" have been examined and Government have issued orders making permanent reductions in travelling allowances and compensatory (local) allowances resulting in a permanent saving of nearly two lakhs of rupees a year.

APPENDIX.

THE GOVERNMENT OF BOMBAY.

HIS EXCELLENCY SIR LAWRENCE ROGER LUMLEY, G.C.I.E., T.D.
GOVERNOR OF BOMBAY.

CABINET.

	Portfolios.
1. The Honourable Mr. B. G. Kher (Prime Minister).	Political and Services, Education and Labour.
2. The Honourable Mr. A. B. Latthe ..	Finance.
3. The Honourable Mr. K. M. Munshi ..	Home and Law.
4. The Honourable Dr. M. D. D. Gilder ..	Health and Excise.
5. The Honourable Mr. M. R. Desai ..	Revenue, Rural Development and Agriculture.
6. The Honourable Mr. M. Y. Nurie ..	Public Works.
7. The Honourable Mr. L. M. Patil ..	Local Self-Government.

PARLIAMENTARY SECRETARIES.

1. Gulzarilal Nanda, Esq., P. S. to the Honourable the Prime Minister (Labour) and to the Honourable Minister for Excise.
2. B. M. Gupte, Esq., P. S. to the Honourable Minister for Home Department and to the Honourable Minister for Local Self-Government.
3. Mrs. Hansa Jivraj Mehta, P. S. to the Honourable the Prime Minister (Education) and to the Honourable Minister for Health.
4. M. P. Patil, Esq., P. S. to the Honourable Minister for Revenue, Rural Development and Agriculture.
5. T. R. Nesvi, Esq., P. S. to the Honourable Minister for Public Works.
6. B. S. Hiray, Esq., P. S. to the Honourable Minister for Home and Law.

PARTIES IN LEGISLATURE.

Legislative Assembly.		Numerical Strength.
Congress Party		88
Opposition :—		
Muslim League Party ..	26	
Independent Labour Party	14	
Progress Party ..	12	
Peasants and Peoples Party	9	
Peasants and Workers' Party	8	
Democratic Swaraj Party	5	
Independents ..	13	87
	Total ..	175

Legislative Council.	Numerical Strength.
Congress Party	14
Opposition	16
Total ..	30

SESSIONS OF THE LEGISLATURE.

BOMBAY LEGISLATIVE ASSEMBLY.

	Date of Commencement.	Date of Prorogation.
1st Session ..	.. 19th July 1937 ..	23rd September 1937.
2nd Session ..	.. 10th January 1938 ..	5th February 1938.
3rd Session ..	.. 25th February 1938.	7th May 1938.

BOMBAY LEGISLATIVE COUNCIL.

1st Session	.. .. 20th July 1937	.. 24th September 1937.
2nd Session	.. .. 12th January 1938	.. 5th February 1938.
3rd Session	.. .. 5th March 1938	.. 7th May 1938.

Principal Acts Passed by the Bombay Legislature, 1937–38.

Title of Act.	Date of Publication in the B.G.G.	Objects.
1. Bombay Legislature Members (Removal of Disqualifications) Act, 1937 (Bom. I of 1937).	October 18, 1937.	To specify offices of profit under the Crown in India which will not disqualify their holders from being chosen as, or, for being members of the Provincial Legislature.
2. Bombay Legislative Council (President and Deputy President) and the Bombay Legislative Assembly (Speaker and Deputy Speaker) Salaries Act, 1937 (Bom. II of 1937).	October 22, 1937.	To determine the salaries of the President and Deputy President of the Bombay Legislative Council and the Speaker and Deputy Speaker of the Bombay Legislative Assembly.
3. Bombay Legislature Members' Salaries and Allowances Act, 1937 (Bom. III of 1937).	October 23, 1937.	To provide for the salaries and allowances of members of both the Chambers of the Legislature.
4. Bombay Ministers' Salaries Act, 1937 (Bom. IV of 1937).	October 28, 1937.	To determine the salaries of Ministers.
5. Bombay Local Boards (Amendment) Act, 1938 (Bom. I of 1938).	January 28, 1938.	To abolish nominations in the case of all local boards and to reserve seats in joint electorates for members of backward classes, minorities and women. It also gives an option to the Muhammadan voters in any Muhammadan constituency in a District to declare that the said separate Muhammadan constituency be abolished in which case they would get representation by means of reserve seats in joint electorates.
6. Bombay Provincial Collection of Taxes Act, 1938 (Bom. IV of 1938).	February 3, 1938.	To provide that in cases in which Government make a declaration to that effect, the tax proposed in the Bill shall become leviable from the day on which the Bill is published.

Title of Act.	Date of Publication in the B.G.G.	Objects.
7. Bombay Tobacco (Amendment) Act, 1938 (Bom. VI of 1938).	March 24, 1938.	Amends two Acts, namely: (1) the Tobacco Duty (Town of Bombay) Act, 1857, and (2) the Bombay (District) Tobacco Act, 1933. The object of amendments in the first Act is to increase the license fees in the City of Bombay in accordance with the quality of the tobacco. The amendments in the Bombay (District) Tobacco Act are designed to make the Act permanent and to shift the main burden of the license fees generally from the retailer to the wholesale dealer.
8. Bombay Finance (Amendment) Act, 1938 (Bom. VII of 1938).	March 26, 1938.	The Bombay Finance Act of 1932 containing provisions for the imposition of an electricity duty and for varying fees under the Court Fees Act and the duties under the Indian Stamp Act, is continued for one more year with certain increases.
9. Bombay Small Holders Relief Act, 1938 (Bom. VIII of 1938).	March 31, 1938.	To postpone the execution of decrees passed against small agriculturists up to April 1, 1939, by which time it is hoped to pass legislation for the relief of agricultural indebtedness and the regulation of tenancies.
10. Bombay District Municipal Boroughs (Amendment) Act, 1938 (Bom. IX of 1938).	May 12, 1938 ..	To abolish nominations in the case of all municipal boards and to give representation by means of reservation of seats in joint electorates to members of backward classes, minorities and women. Also to give an option to the Muhammadan voters of any municipality to declare that separate Muhammadan constituencies should be abolished in which case they would get representation by reservation of seats in general constituencies.
11. Bombay Race-Courses Licensing (Amendment) Act, 1938 (Bom. X of 1938).	May 26, 1938 ..	To make it clear that the conditions which Government may impose under the existing Bombay Race-courses Licensing Act, 1912, may provide for the payment of a license fee to Government and for such other matters, directly or indirectly, connected with racing or not, as Government may deem fit.

Title of Act.	Date of Publication in the B.G.G.	Objects.
12. Bombay Harijan Temple Worship (Removal of Disabilities) Act, 1938 (Bom. XI of 1938).	May 27, 1938 ..	To remove all legal difficulties in the way of those trustees of public temples, who are convinced of the justice of the claim of Harijans to make use of Hindu public temples and who desire to throw open the temples under their control to the Harijans.
13. Bombay Primary Education (Amendment) Act, 1938 (Bom. XII of 1938).	May 27, 1938 ..	To remove certain difficulties experienced in the working of the Bombay Primary Education Act, 1923. The important change made by the Act is that the power of appointing administrative officers of School Boards and Inspecting staff will in future vest in Government. It also provides for the establishment of a Provincial Board of Education to advise Government in all matters connected with Primary Education.
14. City of Bombay Municipal (Third Amendment) Act, 1938 (Bom. XIII of 1938).	May 30, 1938 ..	To effect— (*a*) Abolition of nominations; (*b*) Introduction of adult franchise for elections of 1942 and thereafter; (*c*) Redistribution of wards.
15. City of Bombay Police (Amendment) Act, 1938 (Bom. XIV of 1938).	June 10, 1938 ..	To enable the Commissioner of Police to direct any person to remove himself from the City of Bombay, if in the opinion of the Commissioner his presence, movements or acts, is or are causing or are calculated to cause danger or alarm, or a reasonable suspicion exists that unlawful designs are entertained by such persons.
16. The Indian Lunacy (Bombay Amendment) Act, 1938 (Bom. XV of 1938).	June 24, 1938 ..	To permit the transfer of certain classes of patients to more congenial surroundings under the care of relatives or friends.
17. Bombay Special (Emergency) Powers (Repeal) Act, 1938.	October 10, 1938	To repeal the Bombay Special (Emergency) Powers Act, 1932.

Title of Act.	Date of Publication in the B.G.G.	Objects.
18. Bombay Probation of Offenders Bill, 1938 (Bill No. III of 1938).	....	To enlarge the provisions of section 562 of the Criminal Procedure Code for the release on probation of offenders and to provide particularly for the supervision of certain offenders by a probation officer named by the Court.
		Note.—Reserved for the consideration of the Governor General.

Principal Government Bills Introduced.

Title of Bill.	Objects.
Bombay Money-lenders' Bill, 1938 (L. A. Bill No. VII of 1938).	To regulate and control money-lending business.
Bombay Medical Practitioners' Bill, 1938 (L. A. Bill No. X of 1938).	To provide for the registration of persons who practise Ayurvedic and Unani systems of medicine and to protect the public from the activities of uneducated and half-educated quacks of all systems.
L. A. Bill No. XVI of 1938 (A Bill to amend the Bombay Village Panchayats Act, 1933).	Its provisions include proposals for the compulsory establishment of Panchayats for every local area having a population of 2,000 or more, the abolition of the system of nominations and the constitution of Panchayats consisting of elected members only, the establishment of village benches for every Panchayat, the compulsory levy of house-tax in village areas and provision for appeal and revision to District Courts and District Magistrates in cases decided by the Village benches.

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